



## HIGHER EDUCATION COORDINATING BOARD

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***PRELIMINARY BOARD MEETING AGENDA***  
***St. Martin's College, Worthington Conference Center***  
***5300 Pacific Avenue SE. Lacey, Washington 98503***  
**February 17, 1999**

Approximate Times		Tab
10:30 a.m.	<b>Welcome and Introductions</b> <ul style="list-style-type: none"><li>• Bob Craves, HECB Chair</li></ul>	
	<b>Approval of HECB Minutes, December 7, 1998</b>	<b>1</b>
	<b><u>INFORMATION</u></b>	
	<b>Public Colleges &amp; Universities: I-200 Implementation</b> <ul style="list-style-type: none"><li>• Panel discussion, institutional representatives</li></ul>	<b>3</b>
	<b>Capital Projects Update: Bothell Collocated Campus, Rural Areas Study, &amp; NSIS Consortium</b> <ul style="list-style-type: none"><li>• HECB staff briefing</li></ul>	<b>4</b>
12:00 noon	<b><u>LUNCH</u></b> Worthington Center, Mike Contris Room <ul style="list-style-type: none"><li>• Executive Session</li></ul>	
1:00 p.m.	<b>Work Session: 2000 Master Plan for Higher Education Enrollment</b> <ul style="list-style-type: none"><li>• Master Plan Principles &amp; Goals</li><li>• Master Plan Policy Paper #1: Enrollment</li><li>• Master Plan Policy Paper #2: The Role of For-profit Independent Providers</li></ul>	<b>5</b>
	<b>WSU Spokane Assessment Proposal</b> <ul style="list-style-type: none"><li>• HECB staff briefing (Resolution 99-02)</li></ul>	<b>6</b>
	St. Martin's President David Spangler <ul style="list-style-type: none"><li>• Program Highlight</li><li>• Student Panel</li></ul>	
	<b>Legislative Update</b> <ul style="list-style-type: none"><li>• HECB staff briefing</li></ul>	<b>2</b>

## CONSENT AGENDA

- **2000 Master Plan Principles & Goals**  
(Resolution 99-01)
- **2000 Master Plan Enrollment Policy: Methodology** 5  
(Resolution 99-06)
- **2000 Master Plan Findings: For-profit Independent Providers** 5  
(Resolution 99-08)
- **WSU BA in Education - Grays Harbor** 7  
(Resolution 99-03)
- **WSU BA in Criminal Justice – Distance Education** 8  
(Resolution 99-04)
- **EWU M Ed in Elementary Education -Kent** 9  
(Resolution 99-05)

## PUBLIC COMMENT

- Dr. Larry DeLorme, WWU Provost  
(Resolution 99-07)

## DIRECTOR'S REPORT

## ADJOURN

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## 1999 HECB Meeting Schedule

<i>DAY/DATE</i>	<i>TYPE</i>	<i>TENTATIVE LOCATION</i>
March	No meeting	
<b>April 14 (Wed.)</b>	<b>Regular meeting</b>	<b>The Evergreen State College</b>
<b>May 19 (Wed.)</b>	<b>Regular meeting</b>	<b>WSU-Tri Cities</b>
<b>June</b>	<b>No meeting</b>	
<b>July 14 &amp; 15 (Wed. &amp; Thurs.)</b>	<b>Board retreat Regular meeting</b>	<b>(Leavenworth) – Wenatchee Valley Community College</b>
August	No meeting	
<b>Sept. 15 (Wed.)</b>	<b>Regular meeting</b>	<b>Olympia</b>
<b>Oct. 27 (Wed.)</b>	<b>Regular meeting</b>	<b>UW, Seattle</b>
November	No meeting	
<b>Dec. 1 or 8 (Wed.)</b>	<b>Regular meeting</b>	<b>FT. Lewis Ed. Center (committee weekend)</b>

# HIGHER EDUCATION COORDINATING BOARD

## MINUTES OF MEETING

**December 7, 1998**

### **HECB Members Present**

Mr. Bob Craves, Chair

Dr. Gay Selby  
Mr. Jim Faulstich  
Relations  
Mr. Larry Hanson  
Ms. Kristianne Blake  
Ms. Ann Ramsay-Jenkins  
Dr. Frank Brouillet  
Dr. Chang Mook Sohn  
Mr. David Shaw

### **HECB Staff**

Mr. Marc Gaspard, Executive Director

Ms. Linda Schactler, Deputy Director  
Mr. Bruce Botka, Dir. Governmental  
Ms. Elaine Jones, Senior Policy Associate  
Mr. Dan Keller, Senior Associate Director  
Ms. Kathe Taylor, Associate Director  
Mr. Jim Reed, Associate Director

### **INTRODUCTIONS AND WELCOME**

Dr. Gay Selby, HECB Vice Chair, welcomed meeting participants and initiated Board introductions. Mr. Marc Gaspard, Executive Director, reviewed the agenda for the day.

Mr. Richard Rutkowski, President of Green River Community College, described the unique services that the college provides for the community, including services in the basic skills area, and catering to a Ukraine population who are looking for business and English skills. In the past quarter, GRCC served approximately nine thousand students in the areas of academic transfers, professional technical training, and adult basic education, including English as a second language.

**Mr. Jim Faulstich** moved for approval of the minutes as recorded. **Ms. Ann Ramsay-Jenkins seconded.** The minutes were approved.

### **BUDGET**

Dr. Selby, representing the board's Fiscal Subcommittee, gave an overview of the budget items for consideration: institutional proposals for supplemental budgets, a proposed change in the budget priorities for EWU, and the rural studies.

### **Supplemental Budget Requests**

#### University of Washington:

- to initiate work on a high speed critical mass Internet2 gigapop and faculty cluster
- to create a center for developing an enhanced seismic recording and reporting network

#### Central Washington University:

- to identify, assess, and mitigate some of the year 2000 problems in infrastructure
- to cover Lynwood lease cost increase

#### Western Washington University

- to put the NSIS administrative structure in place, and
- to accommodate increased costs in off campus facilities and other projects

#### State Board Community and Technical Colleges

- to initiate a five-year program to upgrade and redevelop student and management information systems.

Dr. Selby stated that from the fiscal subcommittee's standpoint, and to the extent that additional expenditure authority is available in the state budget under the provisions of Initiative 601, the subcommittee recommends giving the institutions the opportunity to get a head start on some of these projects.

**Action:** Mr. Jim Faulstich moved for approval of Resolution 98-46; motion was seconded by Ms. Kristi Blake, and passed unanimously.

#### **EWU Budget Reprioritization**

In October, EWU president Steve Jordan asked the Board to consider revising the priority category imposed by the Fiscal Subcommittee for two of the budget items requested by EWU. He proposed that "Facilities Operation and Maintenance" be moved to the Essential Support category and that a like amount for "Technology Support and Renewal" be designated at a lower priority.

In a subsequent meeting, the subcommittee decided that Dr. Jordan's request was appropriate, and that it would recommend that the technology request item remain under the essential category as well.

**Action:** Ms. Kristi Blake moved for approval of Resolution 98-47; motion was seconded by Ms. Ann Ramsay-Jenkins, and passed unanimously.

Mr. Dan Keller, Senior Associate Director, discussed two additional items: faculty salaries/peer comparisons, and fall enrollments.

- **Faculty Salaries:** In response to an earlier question from the board about how faculty salaries would rank among their peers if the board's recommended salary increases were approved, Mr. Keller distributed a one-page summary entitled "Projected Faculty Salary Range." If we assume that Washington institutions would increase by about 4.5 percent and their peers would increase approximately 3.2 percent per year, our institutions would eventually gain on their peers at a rate of approximately 1.3 percent per year. This scenario would work out if all assumptions remained the same.
- **Fall enrollments compared to budgeted enrollments.** OFM projects that the public four year institutions would be right on target with the enrollment budget for the current year. Out

of 82,000 budgeted FTE's, OFM is projecting that the total for all institutions would be within five FTE's.

The community and technical colleges think they will be slightly over budgeted numbers as they have been in the last few years.

### **Okanogan and Jefferson Counties Project (Rural Studies)**

In 1997, the Legislature directed the HECB to evaluate the postsecondary needs and program delivery alternatives for Okanogan and Jefferson Counties. A project consultant was hired to carry out this study, and considerable interest among legislators and citizens has been expressed for a pilot demonstration project showcasing coordinated enrollment opportunities. The project would maximize the use of existing higher education resources and enhance coordination and communication.

Mr. Faulstich inquired if the pilot project can be utilized systemwide. HECB Associate Director Jim Reed gave a positive response, explaining that one of the principles of the study was to develop intervention methods and other solutions that would be transferable.

<p><b><u>ACTION:</u></b> Mr. Jim Faulstich moved for consideration of Resolution 98-48. Ms. Ann Ramsay-Jenkins seconded the motion, which was carried unanimously.</p>
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### **SPOKANE STUDIES REPORT**

Mr. Gaspard gave a brief history of the Spokane services study, commenting that SSB 6655 incorporated most of the HECB recommendations. This legislation directed responsibilities to WSU, EWU, and the HECB for refocusing public higher education in the greater Spokane area.

The HECB completed its preliminary higher education and economic assessment in September. In October, WSU and EWU submitted their plans for redefining and refocusing their missions and operations for Board review and approval.

Ms. Elaine Jones, HECB Senior Policy Associate, briefly summarized the plans and staff recommendation for conditional approval pending full completion of required reviews and finalization of plans. Conditional approval is endorsed to show the Board's support for the ongoing work.

The HECB will submit a plan for the disposition of the Spokane Center on June 1, 1999.

Ms. Jones extended her appreciation to everyone involved in the project -- representatives of schools, private and business organizations. Mr. Gaspard echoed Ms. Jones' comments regarding collaboration, and the leadership that has come out of the business community, in particular, the Spokane Chamber of Commerce.

Dr. Selby summarized into four major areas of concern the comments given by the representatives of the institutions: Gordon Budke and Mark Mays from the EWU Board of Trustees; EWU President Steve Jordan; Jane Sherman and Sam Kindred from WSU.

1. Further definition of role of WSU as fiscal agent for the Spokane area;
2. Concept of a destination university and implications to the undergraduate program particularly at EWU as WSU builds out its graduate program
3. Needs assessment which will be a critical driver -- need for collaboration
4. Facilities and disposition of downtown building that EWU owns.

President Jordan: *"I don't think there is any more contentious question than who is responsible for what. We should not expect this issue to be resolved right away. It will take us a while to work through this. We will have our bumps but it is a positive step to put the issue on the table so we can work on it collaboratively."*

Dr. Jane Sherman allayed staff concern that WSU would rely too much on technology in delivering their programs. She gave an assurance that WSU faculty would be based in Spokane.

<p><b>ACTION:</b> Mr. Larry Hanson moved for consideration of Resolution 98-50. Ms. Kristi Blake seconded the motion, which was carried unanimously.</p>
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## 2020 COMMISSION

Two members of the Governor's 2020 Commission on Higher Education, Mr. Dan Evans and Mr. Jon Shroyer shared their thoughts about higher education, and staff Stan Marshburn summarized the 15 recommendations contained in the Commission's report to the Governor.

**Dan Evans:** Washington State higher education is in real trouble. *"We don't deserve the excellence we've got because we are not putting in enough resources."*

**Jon Shroyer:** Our global competitors will be stronger so our students have to be better prepared. Extend basic education to K-14. Opportunity for all...scholarship for everyone, equivalent to two years of postsecondary education.

**Stan Marshburn:** The recommendations are to be taken as a whole package. Some of the highlights of the recommendations are:

- Use all providers of education to provide access
- Scholarship for everyone -- twelfth grade is no longer considered acceptable. Two more years needed.
- Maintain base funding of public institutions using average comparison to peers.
- Measure accomplishments rather than seat time, innovation rewards.
- Tuition setting authority at the local level.
- Increased investment in public education.
- Create an advocacy body for post secondary education and critic of the system.

Mr. Bob Craves, HECB Chair and Co-Chair of the 2020 Commission, described the schedule of events to ensure that the plan is quickly put in place. In the discussion that followed, the consensus was that the general public is not aware of the coming crisis in higher education which will be the result of a huge increase in demand, limited capacities, and limited funding. Mr. Craves reiterated the Commission's plan for an advocacy group to reach out all over the state and develop this kind of awareness.

**ACTION:** Ms. Ann Ramsay-Jenkins moved for consideration of Resolution 98-58. Ms. Kristi Blake seconded the motion, which was carried unanimously.

### COMPETENCY BASED ADMISSIONS

Mr. Gaspard gave a brief history to introduce this item. In 1994, the Legislature directed the HECB to develop a competency-based admission system for higher education institutions. Doug Scrima, HECB Policy Associate, has been before the Board in the past to provide updates on the project. The resolution currently before the Board will require approval of the report to the Legislature that is due in January 1999.

#### Comments and Questions:

- Kathe Taylor, HECB Senior Policy Associate: The competency-based admission system is a structure that the HECB created to begin the process of thinking about what it would mean to take our current admission standards (Carnegie units) and translate them into competencies.
- Doug Scrima: The project began with two purposes, create college admissions processes that align with the educational reform effort, and secondly, ensure that the process can accommodate all students regardless of their background. At this point, high school graduation is not one of the requirements of competency-based admissions. Our question is whether we want to include this.
- Gay Selby: There is a lot of discussion and activity yet to be resolved around 11<sup>th</sup> and 12<sup>th</sup> grades, the Certificate of Mastery (COM) and graduation requirements. This is still very much work in progress.
- Bob Craves: If COM were to become mandatory, what happens to students who don't pass it?
- Doug Scrima: It won't affect students outside of the public school system. Because COM is earned around 16 years, students have at least two more years to earn it. We are still talking about how to deal with not passing it...whether to work on just portions of it. Students have time to work on their weak areas. There is also the 15 percent band that allows schools to admit students who don't meet the minimum admission standards.
- Bob Craves: What happens to those students who want to accelerate?
- Doug Scrima: This system can accommodate those students. In this system, if you can, then do it. It's not the number of years you've been in school, but that you can demonstrate competency.

- Frank Brouillet: COM is needed to graduate. What's the fall back if this doesn't pass?
- Doug Scrima: We know that we will have a dual system for a while because not everything is finished. We still have the Carnegie system to fall back on.

**ACTION:** Ms. Gay Selby moved for consideration of Resolution 98-53. Ms. Kristi Blake seconded the motion, which was carried unanimously.

## ACCOUNTABILITY

Mr. Gaspard gave a brief introduction and background information on the work of the Fiscal subcommittee and continuing dialogues with representatives of institutions. Dr. Kathe Taylor proceeded with a description of the work accomplished so far and plans for the future.

There followed a spirited discussion on the question of "incentives" versus "punishment." Dr. Selby stated that the subcommittee's recommendation is to seek a middle ground that combines the "big stick" approach with the carrot, or a 50/50 approach. Other board members suggested significantly moving the incentive portion forward as a motivator rather than measures that tend to punish or discourage. The discussion ended with an agreement to reconsider this balance in the next biennium when more information is available.

Institutional representatives gave their comments and engaged in a free exchange with the board. Some of the issues discussed were: balancing accountability with responsibility, the appropriateness/validity of the measures targeted, how to measure quality or excellence, and institutional specific accountability measures.

Dr. Selby reminded that the accountability measures were part of a budget proviso and had not been through a public policy debate, and that the subcommittee hopes to examine the bigger issues in the future. Mr. Craves believes that there is a need to show the citizens concrete proof that their money is being spent well. Mr. Jim Faulstich expressed disappointment that the institutions have not offered counter proposals to the measures.

**ACTION:** Dr. Gay Selby raised a motion to strike out sentences 3 and 4 under Section III, Recommendation 2, page 12 of the report. Mr. Larry Hanson seconded, and the motion was approved unanimously.

## Recommendation 2 now reads:

To encourage progress toward state goals, the Legislature should establish a pool of performance funds. The pool should be funded at not less than \$10 million per biennium. ~~Approximately half of those funds, or 0.5 percent of the institutions' total budgets, should be held in reserve and awarded on the basis of performance. The other half should be pooled from a variety of sources and made available~~

~~through a competitive grant process to support institutional initiatives that help to achieve state goals.~~

Additionally, Dr. Selby recommended that the next reporting date of Dec. 2000 be moved forward to 1999.

**ACTION: Dr. Gay Selby** moved for approval of Resolution 98-49, with the proviso that the report will incorporate the changes in language described above. **Ms. Kristi Blake** offered a second, and the motion was passed unanimously.

## **MASTER PLAN DEVELOPMENT**

Mr. Jim Faulstich briefed the Board on the work of the Master Plan Subcommittee. The subcommittee has met twice and developed a process and timeline for the board to put together the development of the master plan, along with responsibilities and input from shareholders and advisory members. Mr. Faulstich added that Master Plan 2000 should be viewed as a substitute plan, not just a reassessment of where higher education stands today. It should reflect what higher education should be in the future. The emphasis on the process will be concurrent communication with other members of the board and with stakeholders.

Ms. Ann Ramsay-Jenkins reiterated the commitment to meet with the presidents of the institutions and representatives from the community colleges in order to continue the dialogue.

**ACTION: Mr. Jim Faulstich** moved for consideration of Resolution 98-51. **Ms. Ann Ramsay-Jenkins** seconded, and the motion was carried unanimously.

## **LEGISLATIVE PRIORITIES**

Mr. Bruce Botka, HECB Director for Governmental Relations and Policy Development, summarized the legislative priorities that the HECB identified over the last few months. The major pieces are the: agency budget, financial aid recommendations, and the accountability recommendations. He noted that the linkage to per capita income would represent a significant change to current policy, and remains an issue for the board. Our reports to the Legislature include the north Snohomish, Island, Skagit Counties Project, the rural studies of Okanogan and Jefferson Counties, and the capacity survey.

In response to a question from Dr. Chang Mook Sohn regarding the Board's proposed tuition increases of 4 percent and 3.2 percent for the biennium, Mr. Botka clarified that the tuition is set on the basis of a three-year average of per capita average income. In addition, the Board recommends allowing the institutions a 2 percent additional option.

**ACTION: Dr. Frank Brouillet** moved for consideration of Resolution 98-52. **Ms. Ann Ramsay-Jenkins** seconded the motion, which was carried unanimously.

## **NEW PROGRAM APPROVALS**

- BA in Occupational Therapy, EWU

Ms. Elaine Jones gave a brief overview of EWU's proposed Bachelor of Occupational Therapy Program. Several months ago, the board approved a Master of Occupational Therapy for the University of Washington and at that time, they explained they would terminate their Bachelor's of Occupational Therapy Program because of changes in the profession and changes with respect to the Accreditation Association. The Accreditation Association has not, at this time, taken formal action that the entry level credentials for practicing occupational therapists should be at the graduate level. There is every possibility that will occur by 2005. The Board is being asked to consider giving conditional approval of the program at this time. The course syllabi, admissions statement, and the philosophy of education for the program are still lacking.

Representatives from EWU and two consultants for the program responded to Board questions.

**ACTION:**     **Dr. Frank Brouillet** moved for consideration of Resolution 98-56. **Ms. Ann Ramsay-Jenkins** seconded the motion, which was carried unanimously.

- BS in Natural Resources, WSU Vancouver
- MA in Rehabilitation Counseling, WWU
- BA Interdisciplinary Studies/Organizational Leadership, EWU, Liberty Lake

**ACTION:**     **Mr. Larry Hanson** moved for consideration of Resolutions 98-54, 55, and 57. **Ms. Kristi Blake** seconded the motion, which was carried unanimously.

## **STUDENT PANEL**

A panel of student representatives shared their wonderful experience at Green River Community College, their concerns and thoughts about higher education. It was clear that the state's financial aid program provides some of our students the opportunity to go to college.

## **DIRECTOR'S REPORT**

Mr. Gaspard gave an update on staff activities, and described the work of the Governor's I-200 Implementation Committee and how I-200 affects the agency functions.

**Meeting adjourned at 5:00 p.m.**

**RESOLUTION NO. 98-46**

WHEREAS, Supplemental budget requests for the 1997-99 biennium have been submitted to the Higher Education Coordinating Board by the University of Washington, Western Washington University, Central Washington University, and the State Board for Community and Technical Colleges; and

WHEREAS, The HECB Fiscal Subcommittee met in Olympia on November 16, 1998, to consider the higher education supplemental budget requests; and

WHEREAS, The Fiscal Subcommittee has proposed to the Board that it recommend the requested supplemental budget requests to the Governor and to the Legislature;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board recommends the supplemental operating budget requests of the University of Washington, Central Washington University, Western Washington University, and the State Board for Community and Technical Colleges as submitted along with their carryforward costs; and

BE IT FURTHER RESOLVED, To the extent such supplemental budget requests are not funded by the Legislature for Fiscal Year 1999, they are recommended for consideration in the 1999-2001 biennium budget.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

**RESOLUTION NO. 98-47**

WHEREAS, Eastern Washington University has requested of the Higher Education Coordinating Board reconsideration of the priority categorization of one of its 1999-2001 biennium budget request items, namely that for Facilities Operation and Maintenance; and

WHEREAS, The HECB Fiscal Subcommittee reviewed that request at a meeting in Olympia on November 16, 1998; and

WHEREAS, The Fiscal Subcommittee has proposed to the Board that it recommend to the Governor and to the Legislature a change in the operating budget priorities for Eastern Washington University previously adopted by the Board;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board adopts the recommendation of the Fiscal Subcommittee to accord the Facilities Operation and Maintenance budget item an Essential Support priority and that the Governor and the Legislature be notified of the same.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **RESOLUTION NO. 98-48**

WHEREAS, In 1997 the Legislature directed the Higher Education Coordinating Board (HECB) to undertake an evaluation of the postsecondary education needs and program delivery alternatives for Okanogan and Jefferson Counties; and

WHEREAS, Staff of the HECB, in consultation with community advisory groups and representatives of the public four- and two-year institutions, developed a study work plan, and retained MGT of America, Inc., to carry out the aforementioned study work plan and to provide independent recommendations concerning appropriate means of meeting area postsecondary education needs; and

WHEREAS, MGT of America, Inc., the project consultant, has submitted its final report entitled *Postsecondary Education Needs of Okanogan and Jefferson Counties*; and

WHEREAS, Staff of the HECB have begun to analyze recommendations in that report and to seek feedback on the recommendations from higher education services providers and community representatives; and

WHEREAS, The HECB Capital Budget Subcommittee and the full HECB will begin to consider the report or recommendations in early 1999; and

WHEREAS, Community meetings and initial work on this project have already sparked interest in and ideas about enhancing the coordination and availability of higher education in Okanogan and Jefferson counties; and

WHEREAS, Legislators from those counties have expressed interest in pilot projects to refer citizens to and provide information about currently available higher education services, and have requested Board support for this pilot proposal;

WHEREAS, This pilot project would maximize the use of existing higher education resources, and enhance coordination and communication, goals that are consistent with the goals of the HECB and state;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board endorses the concept of the aforementioned pilot demonstration project and encourages the Legislature to support this and other proposals that maximize the use of higher education resources and enhance the availability of higher education in Washington State.

Adopted:  
December 7, 1998  
Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

### **RESOLUTION 98-49**

WHEREAS, The Higher Education Coordinating Board was charged by the Legislature to recommend to OFM and appropriate legislative committees by January 1999 any additions, deletions, or revisions to the performance and accountability measures incorporated into the 1997-99 biennial budget; and

WHEREAS, The measures are to be developed in consultation with the six public baccalaureate institutions of higher education; and

WHEREAS, The measures *may* include additional performance indicators to measure successful student learning and other student outcomes for possible inclusion in the 1999-01 operating budget; and

WHEREAS, The measures *shall* include measures of performance demonstrating specific and measurable improvements related to distance education and education provided primarily through technology; and

WHEREAS, The Higher Education Coordinating Board has reviewed the institutions' 1997-98 performances and taken into consideration the institutions' recommendations for change;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the attached Performance Funding and Accountability Progress Report and forwards the recommendations to the Legislature for its consideration.

Adopted:

December 7, 1998

Attest:

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Bob Craves, Chair

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David Shaw, Secretary

## **RESOLUTION NO. 98-50**

WHEREAS, In 1998 the Legislature directed the Higher Education Coordinating Board (HECB), Eastern Washington University (EWU), and Washington State University (WSU) to examine fully how the state can best use its public investment in higher education in eastern Washington and the Spokane area and continue to provide the highest quality education for students; and

WHEREAS, The Legislature directed responsibilities to the HECB, EWU, and WSU for refocusing public higher education in the greater Spokane area; and

WHEREAS, The Legislature specifically directed that:

1. The Spokane branch campus of Washington State University be located at the Riverpoint Higher Education Park, and that WSU be the fiscal agent of the Riverpoint Park;
2. EWU may serve students at the Riverpoint Park, but the residential mission of EWU in Cheney should be strengthened, with a focus on the excellence of its primary Cheney campus;
3. The HECB shall manage an assessment that determines the current higher education resources of the greater Spokane area and the current and future capital and programmatic needs of the Spokane area...which shall be coordinated with an economic analysis of the greater Spokane area;
4. The HECB shall develop a plan for the disposition of the Spokane Center; and

WHEREAS, The HECB completed its preliminary higher education and economic assessments in September; the disposition of the Spokane Center is yet to be determined; and final reports from EWU and WSU on the plans for redefining and refocusing their missions and operations were delivered to the HECB in October for review and approval; and

WHEREAS, WSU and EWU have made impressive progress in developing their plans, and additional tasks remain; and

WHEREAS, The HECB has reviewed the final reports with the aforementioned institutions, and based on said review has prepared recommendations, dated December 7, 1998, for HECB consideration;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board hereby:

1. Conditionally approves Eastern Washington University's "Mission and Operating Plan" submitted October 15, 1998. The approval is conditioned upon EWU's completion of, and HECB approval of, a review of its Spokane program offerings by April 1, 1999.
2. Conditionally approves Washington State University's "Planning for Higher Education in Spokane" submitted October 15, 1998. The due date for a final plan will be June 1, 1999. The final plan will include:
  - a. Riverpoint-specific mission statement that emphasizes the provision of graduate and research programs and reflects WSU Spokane's aspirations to become a destination campus for various areas of study;
  - b. program delivery plans that include predominately on-site instruction;
  - c. re-evaluation of the proposed Executive Development Center;

d. continued development of the Health Sciences Consortium's organization and operating

guidelines for implementation of core services and multi-institutional programs of study.

Furthermore, by June 1, 1999, WSU, in collaboration with the other higher education institutions in the Spokane area, will complete a further market analysis/education needs assessment. This study would result in an overall prospectus of how WSU Spokane can help meet the demand for higher education statewide, as well as in the immediate Spokane area. HECB will provide funding to WSU to hire a consultant to complete this additional research. Furthermore, by June 1, 1999, WSU will submit a final management plan for the Riverpoint campus that incorporates relevant findings from the additional assessments (described above), and final information about EWU Spokane programs. Finally, WSU will submit full proposals for those degree programs proposed in its plan for HECB consideration.

3. HECB will submit a plan for the disposition of the Spokane Center on June 1, 1999, allowing consideration of the findings of EWU's report of April 1, 1999. The plan will be based upon an evaluation of fiscal capacity at state higher education facilities in Cheney and Spokane.

BE IT FURTHER RESOLVED, That the Higher Education Coordinating Board commends and expresses its sincere appreciation to the institutions, citizens, and agencies involved in the study, whose cooperation and collaboration in addressing complex issues shows promising approaches for meeting the higher education needs of the immediate Spokane area, as well as the state.

Adopted:

December 7, 1998

Attest:

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Bob Craves, Chair

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David Shaw, Secretary

## **RESOLUTION NO. 98-51**

WHEREAS, State law [RCW 28B.80.330(3)] directs the HECB to prepare a comprehensive master plan which includes but is not limited to: (1) Assessments of the state's higher education needs; (2) Recommendations on enrollment and other policies and actions to meet those needs; and (3) Guidelines for continuing education, adult education, public service, and other higher education programs; and

WHEREAS, The statute further identifies the primary audience for this plan as the legislature and governor, to whom the HECB is directed to submit the plan by January 1, 2000; and

WHEREAS, The Higher Education Coordinating Board has established a Master Plan Subcommittee to direct and organize the work of creating the 2000 Master Plan; and

WHEREAS, The subcommittee — Bob Craves, Gay Selby, Anne Ramsay-Jenkins, and Jim Faulstich — recommend that the process leading to the 2000 Master Plan should be open and inclusive, should examine carefully the recommendations of the Governor's 2000 Commission on the Future of Higher Education, and should display the very best in public policy research and analysis;

NOW THEREFORE BE IT RESOLVED, That the full membership of the Washington State Higher Education Coordinating Board endorses and supports the process recommended by the HECB Master Plan Subcommittee for creating the 2000 Master Plan.

Adopted:

December 7, 1998

Attest:

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Bob Craves, Chair

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David Shaw, Secretary

## **RESOLUTION NO. 98-52**

WHEREAS, State law (RCW 28B.80.330) directs the Higher Education Coordinating Board to review, evaluate and make recommendations to the Legislature and the Governor regarding budget, policy and legislative issues in consultation with the state's other education institutions; and

WHEREAS, The Board is committed to working cooperatively with the higher education institutions, the Legislature and the Governor to ensure that Washington's public higher education system maintains and improves its high quality; and

WHEREAS, The Board has reviewed the 1999-2001 operating and capital budget proposals of the state's public four-year college and universities and the community and technical colleges; and

WHEREAS, The Board has reviewed current and former tuition policies for the State of Washington and has developed a recommendation for the tuition rates established by the Legislature and Governor for Washington's college and university students; and

WHEREAS, The Board this year conducted a detailed study of financial aid issues and, in consultation with the state's public and private colleges and universities, developed a series of recommendations that will require legislative and gubernatorial approval to be fully implemented; and

WHEREAS, The Board has responded to a number of other legislative directives to prepare information and recommendations on a wide range of issues;

NOW, THEREFORE, BE IT RESOLVED, That the Board hereby adopts its 1999 legislative agenda, whose highest priorities are as follows:

1. Funding in the 1999-2001 state operating budget for 9,639 new full-time student enrollments at the state's colleges and universities;
2. Increased financial aid funding to improve the financial aid system by basing the amount of eligible students' State Need Grants to the level of their tuition;
3. Faculty salary increases of 4.5 percent in each year of the biennium, and financing of an \$8 million "recruitment and retention" pool for the four-year college and universities.
4. Authorization of \$551 in general obligation bonds and \$218 million in other funds to support capital projects designated by the Board as "critical" and "essential" to the continued growth and improvement of the state's public higher education system;
5. Establishment of a tuition rate-setting system based on average increases in per-capita personal income, and authorization of individual institutions and the two-year college system to independently enact additional tuition increases of up to 2 percent per year;

6. Enactment of the Board's recommendations to improve the higher education accountability and performance funding system, with an emphasis on creating incentives for colleges and universities to develop new and innovative educational strategies to improve students' learning; and

7. A budget for the Higher Education Coordinating Board that meets the need for increased student access to financial aid programs; targeted funding to recognize and reward outstanding faculty and students; resources to implement a competency-based system of college admissions; and funds to continue the Board's important roles of project planning, oversight and the development of the 2000 Master Plan for the state's higher education system.

Adopted:

December 7, 1998

Attest:

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Bob Craves, Chair

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David Shaw, Secretary

**RESOLUTION NO. 98-53**

WHEREAS, The Higher Education Coordinating Board recognizes its responsibilities in helping establish and maintain high standards in education for all students at all grade levels in Washington; and,

WHEREAS, The Higher Education Coordinating Board is required by law to establish *minimum* requirements for admission to Washington's public baccalaureate institutions (RCW 28B.80.350); and,

WHEREAS, The Higher Education Coordinating Board and the State Board of Education were directed (Chapter 149, Section 610, Laws of 1997) to develop a competency-based admissions system for higher education institutions by January 1999 in response to the reforms enacted by the Education Reform Act of 1993; and,

WHEREAS, Competency-based admissions standards have been established, and work on the admissions system will continue as the Certificate of Mastery and assessment of the Essential Academic Learning Requirements evolve; and,

WHEREAS, Work also will continue on evaluation of the project's components;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the December 1998 Competency-based Admissions Report to the Legislature.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary



**RESOLUTION NO. 98-54**

WHEREAS, Washington State University has requested approval to establish a Bachelor of Science in Natural Resource Sciences at the WSU-Vancouver branch campus; and

WHEREAS, The program will support the university's mission to enhance sustainability of agricultural and economic systems, and promote stewardship of natural resources and ecological systems; and

WHEREAS, There appears to be sufficient student interest in, and demand for, the program; and

WHEREAS, The program will support additional resources to ensure quality services for students and faculty alike participating in the program; and

WHEREAS, At full enrollment the program costs will be reasonable;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the Washington State University-Vancouver proposal to establish a Bachelor of Science in Natural Resource Sciences, effective immediately.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

**RESOLUTION NO. 98-55**

WHEREAS, Western Washington University has requested approval to establish a Master of Arts in Rehabilitation Counseling; and

WHEREAS, The program will provide the only graduate-level rehabilitation counseling program in Washington State; and

WHEREAS, the program addresses the escalating need for rehabilitation counselors in the public and private sectors; and

WHEREAS, The program of study is designed to meet the academic standards and student learning outcomes articulated by the Council on Rehabilitation Education; and

WHEREAS, The external reviews attest to the need and quality of the program; and

WHEREAS, The costs are reasonable for offering this graduate program;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the Western Washington University request to offer a Master of Arts in Rehabilitation Counseling, effective fall 1999.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

**RESOLUTION NO. 98-56**

WHEREAS, Eastern Washington University has requested HECB approval to establish a Bachelor of Occupational Therapy; and

WHEREAS, There appears to be high student interest and professional community need for occupational therapists, especially in rural areas of the Inland Northwest; and

WHEREAS, The program is expected to make significant contributions to the welfare of the health care industry; and

WHEREAS, The program would seek accreditation with the Accreditation Council for Occupational Therapy Education within the American Occupational Therapy Association; and

WHEREAS, The program would be supported by significant resources at a reasonable cost; and

WHEREAS, The diversity and assessment plans are suitable for a program of this nature;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board conditionally approves the Eastern Washington University request to offer a Bachelor of Occupational Therapy, effective immediately; and

BE IT FURTHER RESOLVED, That final approval should be granted upon receipt of the following: a) the vitae of the program director and program faculty, b) a final mission statement and philosophy of education for the program, c) course syllabi for the occupational therapy courses, d) other changes to the program requested by the program director and program faculty, and e) the acquisition of "developing program status" with the Accreditation Council for Occupational Therapy Education within the American Occupational Therapy Association.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

**RESOLUTION NO. 98-57**

WHEREAS, Eastern Washington University has requested to offer a Bachelor of Arts in Interdisciplinary Studies: Organizational Leadership at Liberty Lake and Walla Walla; and

WHEREAS, The programs would provide greater higher education opportunities to returning adult learners and prepare them to assume leadership positions in the workplace; and

WHEREAS, There is sufficient student interest and occupational demand for the programs; and

WHEREAS, The programs would be supported through internal reallocation of state resources and have reasonable costs per student FTE;

THEREFORE, BE IT RESOLVED That the Washington State Higher Education Coordinating Board approves the Eastern Washington University request to offer a Bachelor of Arts in Interdisciplinary Studies at Liberty Lake and Walla Walla, effective immediately.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **RESOLUTION 98-58**

WHEREAS, Governor Locke's appointed a 30-member group of business and education leaders to develop a vision for higher education in the year 2020; and

WHEREAS, This 2020 Commission on the Future of Higher Education — co-chaired by HECB chair Bob Craves and retired Weyerhaeuser CEO Jack Creighton — met over ten months to discuss higher education related issues; and

WHEREAS, The Commission reported its vision for higher education to Governor Locke on November 9, 1998; and

WHEREAS, The Commission *concluded* its work just as Higher Education Coordinating Board *began* its statutorily directed work of developing a 2000 Master Plan for higher education; and

WHEREAS, The work of the Commission provides a rich background for higher education research and discussion, and raises many issues and ideas that could hold the key to accommodating new demand for postsecondary education in Washington state;

NOW THEREFORE BE IT RESOVED, That the Washington State Higher Education Coordinating Board commends the 2020 Commission for its work, and pledges to take the next step with the Commission's recommendations by including them in the research and discussion that will shape the 2000 Master Plan.

Adopted:

December 7, 1998

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary



## **Legislative Update**

*February 1999*

The board will hear a report on the progress of the 1999 legislative session. Materials, if necessary, will be available during the meeting.

## **Institutional Perspectives on the Implementation of Initiative 200**

February 1999

In November, 1998, Washington voters approved Initiative 200, whose ballot title read as follows:

*“Shall government be prohibited from discriminating or granting preferential treatment based on race, sex, color, ethnicity, or national origin in public employment, education, and contracting.”*

On December 3, 1998, Governor Gary Locke issued Executive Order 98-01, directing state agencies to implement the initiative. That executive order read, in part, as follows:

*We must make sure that everyone is given fair and equal consideration in public employment, public contracting, and public education. Therefore, we must continue and intensify our outreach and recruitment efforts to encourage diversity. Diversity is what makes our state and country unique. And our diversity is a vital source of strength, creativity, and innovation.*

*I-200 is a new statute and does not repeal or supersede pre-existing statutes. Our task is to harmonize the new and existing laws to the greatest extent possible. In cases of a direct, irreconcilable conflict, I will read I-200 as implicitly repealing or overriding pre-existing law.*

*Governor Gary Locke, EO 98-01, 12-3-98*

At the February 17, 1999 meeting of the HECB, representatives of Washington’s public universities and colleges will discuss with the Board how I-200 is being implemented on campuses and how the initiative is changing campus environments and processes.

This panel discussion is an informational briefing and requires no Board action.

## **Status Report on the Evaluation of the Postsecondary Education Needs of Okanogan and Jefferson Counties**

*February 1999*

### **EXECUTIVE SUMMARY**

In 1997 the Washington State Legislature directed the Higher Education Coordinating Board (HECB) to undertake a study of the postsecondary education needs and alternative delivery methods for Jefferson and Okanogan counties. The purpose of this study was to develop specific recommendations for these two counties and to identify program delivery options that could be applied to other underserved rural areas in Washington. Additionally, the findings of this study will be used as part of the research effort to help develop the Board's forthcoming Master Plan for postsecondary education.

Specifically, this study addresses the issue of equitable higher education access opportunities to all residents of our state. The central, underlying policy issue of this study concerns the options available to policy makers and postsecondary program providers to increase postsecondary education participation levels in underserved and economically distressed areas. These areas typically have very diverse and relatively small populations, widely dispersed in large geographical areas. As discussed below, this is a challenging issue since it forces a change in our customary approach to the understanding of, and hence strategies for, meeting postsecondary educational needs.

The development of branch campuses has been a viable approach to increasing participation levels in the state's underserved urban areas. However, rural areas such as Jefferson and Okanogan counties do not, by virtue of population level and dispersion, generate sufficient "critical-mass" to allow conventional "site-intensive" solutions to be considered feasible. Rather, other approaches to link citizens to pathways of learning opportunities need to be considered.

Accordingly, the design of the rural areas study focused on the following three areas: (1) determining the types of postsecondary education programs that are available to and needed by area residents and employers; (2) understanding the types of barriers or constraints that prevent people from accessing the types of learning they desire; and (3) formulating ways that barriers can be removed so people can learn and acquire the skills they need.

This study used three types of resources to address these above study issues:

- 1) **An independent consultant** (MGT of America, Inc.) was retained to provide an impartial assessment of area needs and plausible program delivery solutions.
- 2) **A Project Coordination Team** (PCT) was created to provide the HECB and the independent consultants with program provider expertise and guidance. The PCT membership includes representatives of Peninsula Community College, Big Bend Community College, Wenatchee

Community College, Central Washington University, Western Washington University, Washington State University, and the University of Washington. PCTs also have been used in previous access planning related projects such as the UW, Bothell collocated campus and NSIS.

3) **Community advisory groups** were established in both counties to advise the HECB staff, independent consultants, and the PCT members on area needs as well as study direction.

To complement this organizational approach, the study methodology included extensive interaction with area residents. Through community and employer surveys, scheduled focus groups and publicly advertised community forums (five in each county), the independent consultant as well as HECB staff and the representatives of the project coordination team learned first-hand about postsecondary education needs and constraints in the study areas.

At the February 17, 1999 meeting of the Board, HECB staff, the independent consultant, representatives of the PCT and representatives of the community advisory groups will be prepared to brief the Board on the findings of this project. Additionally, HECB staff will advise the Board on future actions to prepare a full set of implementation recommendations pursuant to the findings of the study.

No Board action is required.

## **Status Report on University of Washington, Bothell and Cascadia Community College Collocated Campus**

*February 1999*

### **EXECUTIVE SUMMARY**

In December 1995 the Higher Education Coordinating Board approved (Resolution 95-50) the Joint Operating Agreement between the University of Washington Bothell and Cascadia Community College for the development and operations of the collocated campus. At the time of that action, Board members expressed a desire to receive periodic updates from the two institutions on the status of the campus' development.

At the Board's meeting of April 14, 1998, representatives of the University of Washington Bothell, Cascadia Community College, the Washington State Department of General Administration, and the project design team, NBBJ, provided the Board with a briefing on the status of the new campus. At that time, the first construction phase of the project was in final design and final plans for awarding the construction contract were being completed.

The Board attended the groundbreaking for the new campus on May 28, 1998. Since that time HECB staff have continued to participate on the Project Policy Oversight Committee to oversee the planning and development of the new campus.

At your February 17, 1999 meeting, staff and representatives from the University of Washington, Bothell, Cascadia Community College, the Department of General Administration and the project design team, NBBJ, will provide the Board with an update and status report on this project. This briefing, which is for information only, will focus on the design and construction status of the first phase of campus development. Additionally, representatives from Cascadia Community College and the University of Washington, Bothell have been asked to comment on the status of the their respective programs and collaborative program planning efforts.

No Board action is requested.

## **Status Report on the North Snohomish, Island, and Skagit Counties Higher Education Consortium**

*February 1999*

### **EXECUTIVE SUMMARY**

In 1997 the Legislature directed the Higher Education Coordinating Board (HECB) to develop a facilities utilization plan for the North Snohomish, Island, and Skagit counties Higher Education Consortium. This Legislative directive followed from the Board's recommendation (Resolution 96-36) to serve an additional 10,000 student FTE by the year 2020 in the three-county study area through a consortium model. This model calls for the delivery of upper-division as well as increased lower-division programs at expanded area community colleges, and the development of a "hub" facility for the consortium.

On May 28, 1998, staff and representatives from the University of Washington, Washington State University, Central Washington University, Western Washington University, Edmonds Community College, Everett Community College, Skagit Valley College, and the project consultant, NBBJ, briefed the Board on the status of the project. This briefing focused on the (then) recently completed preliminary scope and cost estimates for the expansion of the community college sites and the development of the "hub" site. Additionally, representatives of the institutions discussed the status of the collaborative planning activities for the delivery of consortium programs. In addition to this earlier briefing, staff, at the Board's September 8, 1998 meeting, provided an update on the public hearings completed that summer.

Since these earlier briefings, the consortium members have continued to refine the organizational concept of the consortium and have developed agreements concerning administrative and program responsibilities and authorities. Additionally, as part of the 1999-2001 HECB Capital Budget Recommendations, the Board has recommended funding the next preplanning and pre-design phase of this project.

On February 17, 1999, HECB staff and representatives from the University of Washington, Washington State University, Central Washington University, Western Washington University, Skagit Valley College, Edmonds Community College, and Everett Community College will provide the Board with an update and status report on this project. This briefing, which is for information only, will focus on the planning and implementation activities completed since the Board's last briefing.

No Board action is requested.

## Master Plan Guiding Principles and Goals

February 1999

### **MASTER PLAN PURPOSE**

...to create a path to opportunity for everyone; OR

...to put the power of opportunity in education within reach of all; OR

...to create for people a path to the opportunity they choose.

### **GUIDING PRINCIPLES**

The 2000 Master Plan will:

- ◆ Be a substantive proposal for improvement/change;
- ◆ Build upon other HECB Master Plans;
- ◆ Reflect the values of the Governor's 2020 Commission on Higher Education; and
- ◆ Make enhancing opportunity for citizens its highest priority.

### **MASTER PLAN GOALS:**

- ◆ To create the capacity needed to accommodate the education paths citizens choose.
- ◆ To articulate a strategy that will provide the opportunity for every Washington citizen to attend *at least* two years of college.
- ◆ To ensure quality in education: teaching and learning, research, and innovation.
- ◆ To maintain the public's commitment to invest in the power of an educated citizenry.
- ◆ To achieve the highest levels of productivity and accountability in the investment of public resources.

## Master Plan Policy Paper #1: Enrollment

February 1999

### ISSUE AREA

Establishing a statewide enrollment plan through 2010.

### POLICY ISSUE(S)

Determining the number of headcount and full-time equivalent student enrollment that should be accommodated in the state's public and private institutions through the year 2010.

### STUDY QUESTION

What methodology should the HECB use to arrive at an enrollment plan for the 2000 Master Plan?

### INTRODUCTION

This paper presents for the Board's consideration and adoption the methodology and philosophy the Board may wish to use to gauge enrollment recommendations of the 2000 Master Plan. This paper describes how and why participation rate methodology would be used to arrive at enrollment demand and HECB goals through the year 2020. The enrollment goals would take into consideration the following factors: population increases; the role of independent providers; the provision of education through alternative delivery systems, specifically distance education; and workforce demands.

### BACKGROUND

The task of predicting future enrollment numbers is an important and very complex one. It is important because reliable numbers are needed for thoughtful, strategic planning. In addition, this is a critical component of master planning because the level of demand drives consideration of many other elements of the Master Plan: use of facilities, alternative service delivery modes, the role of independent providers, and, of course, funding, to name a few. It is complex because of the various factors that can be and, in many instances, should be taken into account in order to get reliable numbers.

In prior Master Plan efforts, the HECB has used a participation rate method to accomplish this task. The methodology is relatively straightforward. An enrollment number is arrived at by multiplying the number of people in a particular age group by the percent of that age group that *will* or *should* enroll. Those that *will* enroll constitute "demand"; those who *should* enroll constitute the Board's "goal."

Since 1987, the HECB has used participation rates to assess the level of participation of the State's population in higher education. The HECB compared Washington's participation rates with those of other states and determined that Washington lags in our enrollments at the upper-division and graduate levels. Consequently, the HECB has set goals to increase the upper-division and graduate/professional enrollments to the national average by 2010 and the 70<sup>th</sup> percentile by 2020.

## **Participation Rates Method**

Assessment of previous enrollment projections using participation rates, and consideration of alternative forecasting models has led HECB staff to recommend continued use of the participation rate methodology, with some modifications to the process.

As in previous years, the forecast would begin by calculating future enrollments based first upon current participation rates applied to population projections. The HECB's current goals for increasing participation rates reflecting the most current national numbers available would then be applied. Finally, adjustments or refinements to these projections would be added to reflect various important and influential factors, such as specific workforce training needs, and reduced demand resulting from distance education, availability and independent institutions.

### **Alternative forecasting models: the OFM study**

Variations on the participation rates methodology are limited only by the availability of data. Scores of factors can be introduced to this methodology. Ironically, although the participation rate methodology can be very complex, it has been criticized for being too simplistic, because it simply multiplies a population number by the percentage deemed appropriate to participate in higher education. That criticism has led some to seek alternative methods for projecting enrollment.

The motivation for seeking alternative forecasting models is the hope that new methods will more accurately predict future enrollments. Further, some policy makers hope that an alternative approach would demonstrate how social and economic factors, or policy mandates might be expected to affect enrollments in the future by showing how such changes affected enrollment in the past.

Last year, the Legislature directed the Office of Financial Management (Engrossed Substitute Senate Bill 6108) to develop alternative methods of projecting long-term enrollment demand. OFM studied a statistical methodology they referred to as time series regression (TSR). TSR uses variations in historical data to explain the variation in enrollment numbers over time. Some of those factors are population demographics, state and national economic conditions, and public policies. In the process, a model emerges, determining the degree to which each factor influences enrollment; that is, whether and how much the factor increases or decreases enrollment.

For predicting enrollment, OFM came up with three different models: one for public four-year institutions, a second for public two-year institutions, and the third for private four-year institutions. The model for public four-year institutions included the following factors:

- (1) Washington population age 17-22,
- (2) U.S. average wages of high school graduates age 18-24,
- (3) Washington unemployment rates,
- (4) Washington knowledge-based industry employment,
- (5) Washington state expenditures on four-year institutions,
- (6) Washington policies regarding enrollment caps,
- (7) war effect (Vietnam War), and
- (8) recession effect.

To use the model to predict future public four-year institution enrollment, it was necessary for OFM to estimate future values to each of these factors. In testing, OFM presented three scenarios: a high-prediction scenario, a medium-prediction scenario, and a low-prediction scenario.

The data in Table 1 show that the HECB participation rate projections generally fall between the extremes of the TSR range of projections.

**Table 1. Four-Year Public System\***

	Time Series Model I			Other Projections	
	H	M	L	Current Part Rate	HECB Goal
<b>1997-98 actual</b>	81,000	81,000	81,000	81,000	81,000
<b>2009-10</b>	117,000	107,000	99,000	101,000	116,000
<b>2019-20</b>	123,000	110,000	97,000	104,000	141,000
<b>Difference 1998-2010</b>	36,000	26,000	18,000	20,000	35,000
<b>Difference 1998-2020</b>	42,000	29,000	16,000	23,000	60,000

\*\*State funded FTEs.

Source: Report on OFM study sent to the Advisory Group for ESSB 6108 Higher Education Enrollment Forecasting Project, January 26, 1999.

The TSR model presents an extreme range of enrollment projections that may not be helpful to policy makers. OFM was constrained by time and data in development of these models and, therefore, it is not clear that these models would be better able to predict enrollments than the participation rate methodology, which has proven extremely accurate over time. (See appendix A for the Findings and Conclusion chapter of the OFM report which compares TSR to participation rate modeling.)

The search for better alternatives has not ended. For this Master Plan, however, staff recommend continued use of the participation rate methodology. The greater task, therefore, is to decide what our enrollment projections will reflect — need, demand, or other normative goals — and what adjustments to the participation rate model the Board should consider.

### **III. Current Participation Rates**

The HECB has typically used the following participation-rate categories: institutional sector, age, and class standing (lower-division, upper-division, graduate/professional).

- **Analysis by institutional sector:** Theoretically, the nonprofit independent, for-profit independent, and the public sectors have somewhat different missions, which may influence enrollment projections. The best data source is different for each of the sectors.

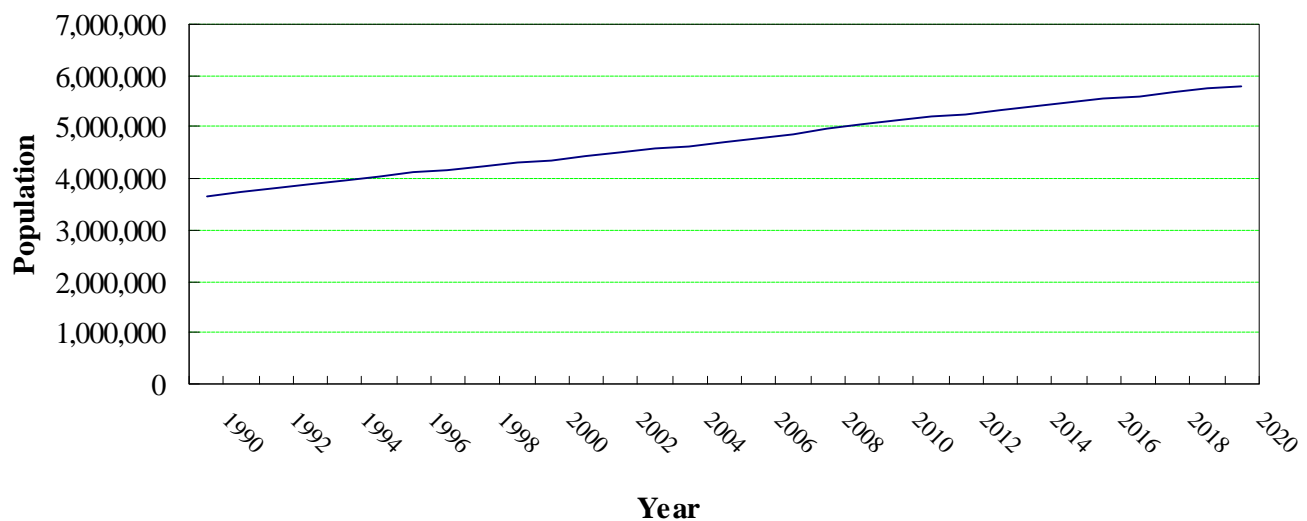
- **Analysis by class standing:** The use of class standing is important for two reasons. First, as we have seen, in national comparisons, Washington ranks very high in participation rates at the

lower-division level, but falls short in upper-division and graduate levels, compared to national participation rates. Only by calculating separate participation rates for class standing is this disparity evident. Second, in response to wanting to raise the state's participation rates at the upper-division and graduate level and also in response to workforce demands, it is necessary to be able to independently manage participation rates for each class-standing category.

- **Analysis by age group:** Finally, the use of age groups is essential because growth rates of different age groups vary over time. Age-specific participation rates allow us to account for these differences in growth rates and their expected effect on enrollment projections.

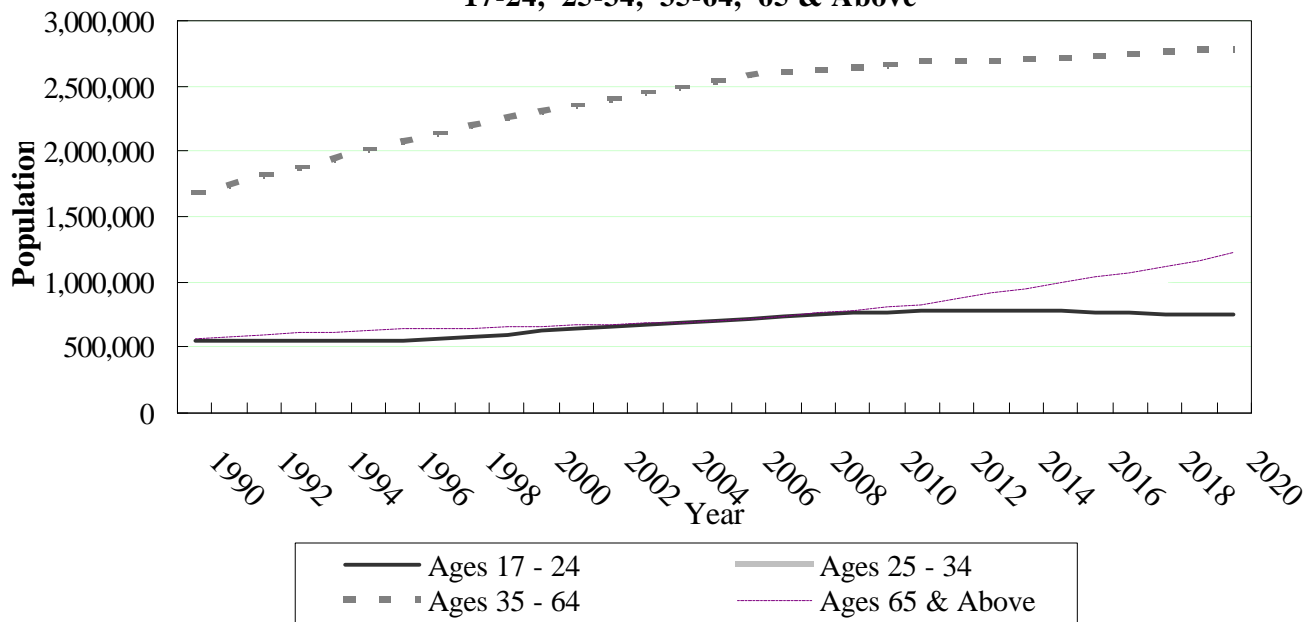
Figures 1-4 show an age profiles of Washington's population typically involved in post-secondary education; that is, 17 years and above. Figure 1 shows that the 17 years-and-above population is expected to increase over time. Figure 2 divides this population into four mutually exclusive age groups. The trend lines show an increase in the 17-24 group until 2015 and then a decrease until 2019. The trend for the 25-34 year group decreases until 2002 and then increases to 2020. For the 35-64 age group as with the 65 and above age group, the trend lines show increases to 2020. Figures 3 shows growth rates for 17 and above as well as for the age 17-24 and 25-34 age groups.

**Figure 1**  
**Population Projections: Ages 17 and Above**

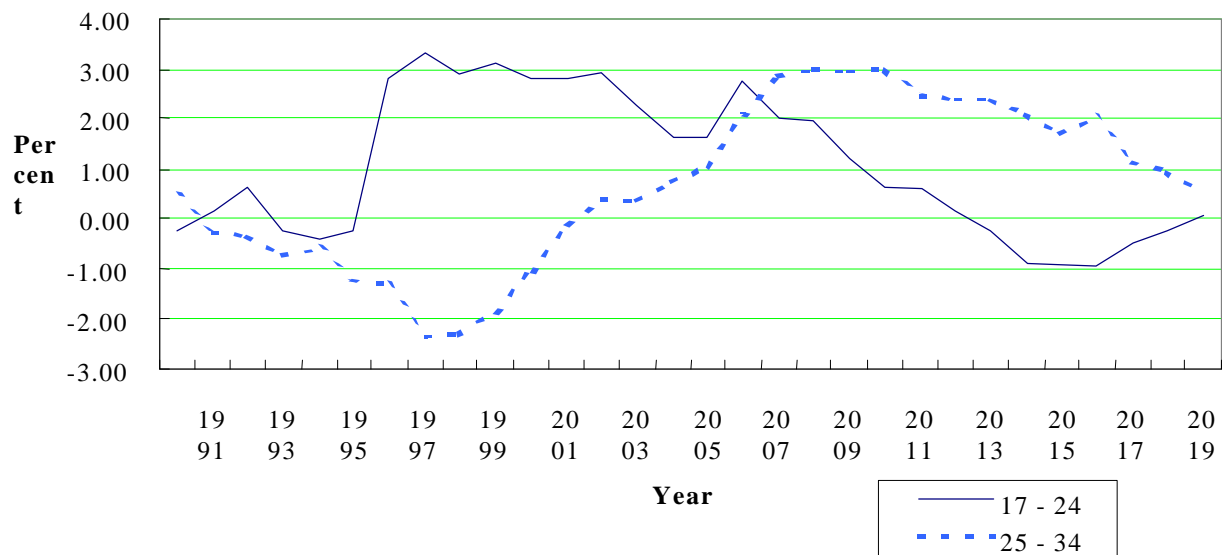




**Figure 2**  
**Population Projections by Age Groupings:**  
**17-24, 25-34, 35-64, 65 & Above**



**Figure 3**  
**Year-to-Year Percent Change in Population: Ages 17-24 & 25-34**

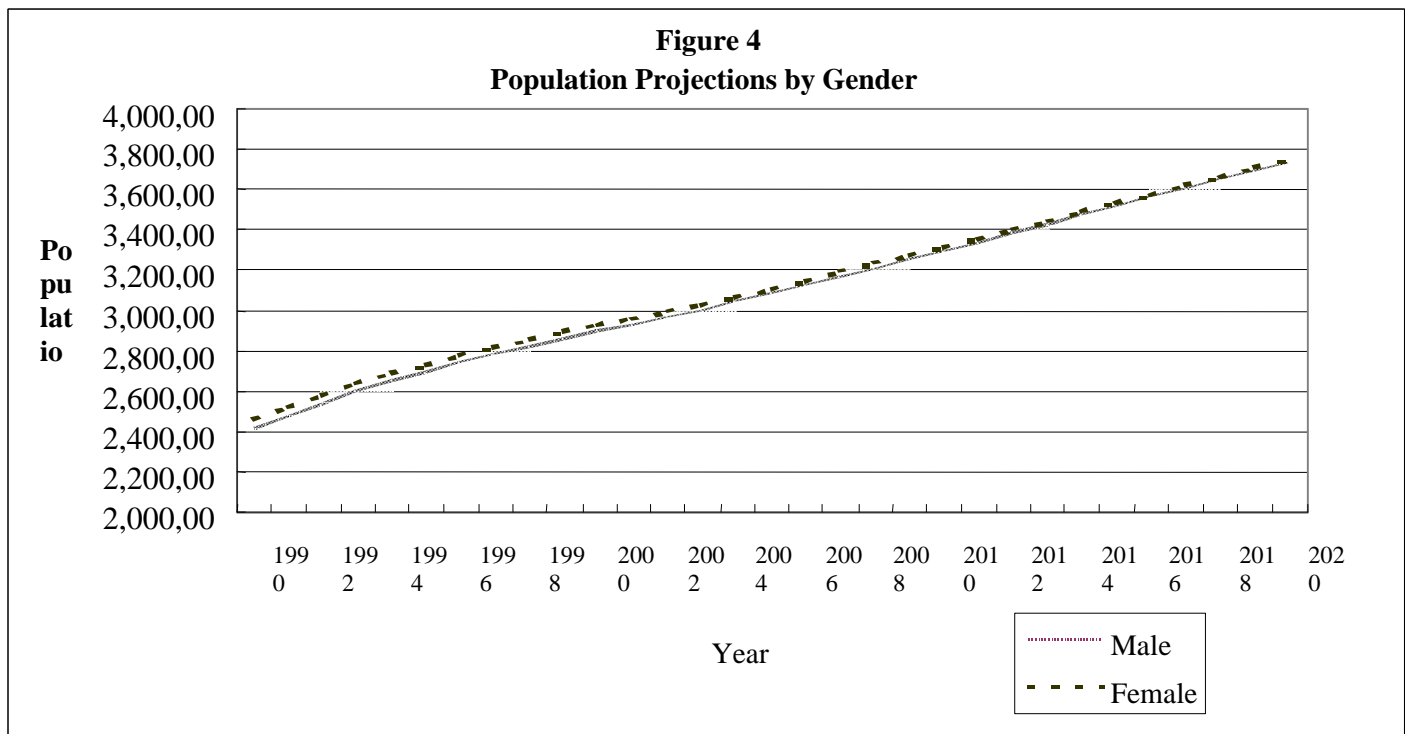


## Data Source Variables

The characteristics of the age grouping and class standing categories shown above are dictated by the manner in which data are collected by our data sources. For public two- and four-year institutions, students are classified into one of 26 age categories. Students at independent four-year institutions are placed into one of 11 age categories. For age-by-class standing categories, public four-year institutions use class levels that are combined to obtain four classifications: lower-division, upper-division, professional, and graduate. For independent four-year institutions, age-by-class standing data are reported in three categories: undergraduate, professional, or graduate. All students at public two-year institutions are considered to be in the lower-division class standing.

Participation rate analysis can incorporate other characteristics such as gender, county of residence, and race/ethnicity. But there are several reasons not to do so:

- **Gender:** the distribution of males and females in the population is expected to remain stable across time and by age group (see figure 4 below). Therefore, this analysis would have minimal impact on enrollment projections using current participation rates.
- **County of residence and race/ethnicity population projection** data are not available by age for the 1998 forecasts. Consideration of these two factors may be part of the refinements to be done at later steps.



## Differences from Prior Participation Rate Calculations

Although the basic participation rates recommended are virtually the same as used in the prior Master Plan, there are a few differences proposed for consideration. These are described below by sector.

- **Rural Natural Resources Dislocated Workers.** In prior Master Plans, the public four-year institution participation rates included students participating in the Rural Natural Resources Dislocated Workers program. In fall of 1998, there were 242 Dislocated Workers enrolled at WSU and 17 at WWU. The impact of these FTE on participation rates is perhaps negligible but conceptually may have greater import.

The Dislocated Worker Program is conceptually different from the general enrollment of the institutions; it's initial purpose was to answer retraining needs in the wake of a significant decline in the timber industry in the late 1980s. It was later expanded to include workers dislocated by the decline of the salmon industry. Questions such as "Will this program expect to maintain or change enrollments?" and "Will this program be in existence in 2010 or 2020?" appear to be questions that need answers before incorporating these enrollment numbers in the projections. For that reason staff propose to remove these FTEs from participation rate calculations, and address them at the refinement stage.

- **Separate class-standing categories for graduate and professional students.** In past years, the HECB has reported students into one of three class-standing categories: lower-division, upper-division, and the single category of graduate/professional. Although both graduate and professional students are post-baccalaureate students in graduate-degree programs, it is proposed report on graduate and professional students separately. Doing this does not affect the projected enrollments. However, doing so communicates the message that these post-baccalaureate programs are conceptually different and also allows the Board to apply different participation rate goals to them, if needed.

- **Closer analysis of contract-funded FTEs.** Public two-year institutions report on their enrollments by funding source. That is, they report on students who are state-funded, contract-funded, and student-funded. In the past, projections included state-funded students only. For the current basic enrollment projections, it is proposed to continue to calculate public two-year participation rates for state-funded students only.

However, in light of our discussions on new trends in enrollment patterns, contract-funded enrollments may change in ways that could affect enrollment of state-funded students. As a result, it may be helpful to analyze the current distribution of state- and contract-funded enrollments, and how each could change in the future.

Student-funded enrollments may not be as essential a consideration. The nature of student-funded coursework typically differs from that of state- or contract-funded. Also, although the student-funded enrollment is considerable, the data in Table 2 shows that the FTE number is somewhat less than contract-funded and considerably less than state-funded FTEs.

**Table 2**

<b>Fall 1998 Headcounts and FTEs by Funding Source, Community and Technical Colleges</b>		
<b>Funding Source</b>	<b>Headcount</b>	<b>FTE</b>
State-Supported	177,265	113,796
Contract-Supported	84,912	498.23
Student-Supported	92,353	218

- **Analysis of “age by intent.”** Traditionally participation rates for community and technical colleges have not taken into account program **intent** — the kind of coursework a student intends to pursue upon enrollment: academic/transfer, vocational/workforce training, basic skills, and developmental. However, age-by-intent data are available.

In fall 1998, 37 percent of FTEs at state community and technical colleges were enrolled as academic, 37 percent as vocational, 14 percent as basic skills, and 13 percent as developmental. Staff recommend that the participation rate calculations separate age-by-intent participation rates so the Board will better be able to plan accordingly for capacity needs and costs.

- **Refinement of independent institution analysis.** Historically, participation rates for independent four-year institutions have been based on institutions that submitted data to the national Integrated Postsecondary Education Data System (IPEDS). Presently, the HECB has data for the fall of 1997; fall 1998 data are not yet available. For the fall of 1997, 22 such institutions responded. Most of these institutions are physically located in Washington and accredited as required. However, five of the institutions are unaccredited but authorized to offer degree programs in the Washington through the Degree Authorization Act (DAA), which is administered by the HECB. Although past participation rates for independent degree-granting institutions have included both types of institutions, staff recommend a refinement of that analysis into two categories: not-for-profit and for-profit.

#### **IV. Modification and Refinements to the Basic Participation Rates**

The use of current participation rates to estimate future demand assumes that in the future people will make similar decisions about the sector in which to enroll, and that they will be at class standings in the same proportions as they are now. The application of HECB participation rate goals is a modification based on HECB anticipated changes regarding the participation of Washington State residents in upper-division and graduate/professional education. It perhaps goes without saying that the basic participation rate model does not capture all the needs, demands, and HECB goals regarding future post-secondary enrollment. Changes in workforce needs, the changing technology environment of which distance education is a major part, and the increasing role of private institutions are all influences that may affect enrollment projections.

Furthermore, the changing demographics may change patterns of enrollment. For example, population projections indicate an aging workforce.<sup>1</sup> This, coupled with the rapidly changing nature of many jobs due to advanced technologies, may suggest an increased need for job re-training.

In considering all of the possible influences on enrollment demand, the Board also should consider whether different delivery systems will change participation rates at the traditional two- and four-year institutions. These changes may provide access to people who were not previously served, and also may change enrollment.

## **V. Recommended Participation Rate Methodology**

Figure 5 below illustrates conceptually the recommended participation rate methodology. It divides the future world of postsecondary education into a number of component parts. The next step will be to determine current enrollments or proportion of post-secondary enrollments in each of these components. Then, to determine potential, expected, and/or desired changes in the distribution of future enrollments. These would include HECB goals to match or exceed national participation rates at the upper division and graduate levels; consideration of increases in demand due to the influences of factors such as K-12 reform, which is expected to better prepare students for post-secondary education and thereby stimulate such demand; and the growing expectation of the capacity for lifelong learning, which will increase demand from adult learners.

As presented, postsecondary institutions are either in the public or the nonpublic sector:

- **Public Institution Categories.** The public sector consists of either four-year or two-year institutions. Enrollment at two-year institutions is divided by program intent: academic/transfer, vocational/workforce training, or basic skills and developmental; all enrollment at four-year institutions is considered academic.

At four-year institutions, enrollment is categorized as being delivered on the main campus, on a branch campus, or through distance learning technologies. At two-year institutions enrollment is categorized as being delivered on the main campus (including on-site classes provided at auxiliary sites), or through distance learning technologies.

Finally, enrollment at the four-year institutions is divided into four class standings: lower division, upper division, graduate, and professional; enrollment at two-year institutions is all considered lower division.

- **Non-Public Institution Categories.** The non-public sector consists of not-for-profit and for-profit institutions. Under each of these categories are degree-granting and not-degree-granting institutions. Enrollment at each of these types of institutions is further classified as being delivered on-site or through distance learning technologies. Finally, enrollment at degree-granting institutions is divided into four basic class standings; enrollment at not-degree-granting institutions is for the purposes of this analysis classified as lower division.

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<sup>1</sup> See OFM, 1998 Long-term Economic and Labor Force Forecast for Washington, April 1998. Web address: [http://www.wa.gov/ofm/long\\_term](http://www.wa.gov/ofm/long_term).

At present current enrollment is available for only some of the categories in the figure. Initial data collection efforts indicate some difficulties with obtaining data for other categories. It is hoped that surveys, interviews, and other reports will produce enrollment numbers or educated estimates on the proportional distribution of current enrollment among all sectors and categories. Finally, enrollment analysis will allow projection of future enrollment distributions and levels based on expected need, expected demand, and HECB goals.

**Figure 5. Recommended Framework for the Participation Rate Methodology**

Public Institutions							
4-Year				2-Year			
Academic				Academic		Vocational	
On-site				On-site			
Main		Branch	Distance	Main	Distance	Main	Distance
Lower Division							
Upper Division				N/A	N/A	N/A	N/A
Graduate				N/A	N/A	N/A	N/A
Professional				N/A	N/A	N/A	N/A

Non-Pubic Institutions							
Not-for-Profit					For Profit		
Degree Granting			Not Degree Granting		Degree Granting		
On-site			On-site		On-site		
Main		Distance	Main	Distance	Main		Distance
Lower Division							
Upper Division			N/A	N/A			
Graduate			N/A	N/A			
Professional			N/A	N/A			

## VI. Next Steps

With Board adoption of an enrollment analysis framework, in April a follow-up paper will be presented that will include the following:

- **Population profile.** The population profile will include information on the age and gender composition of Washington's population for the years 1990 to 2020. Other information being considered for the profile includes geographic distribution, race/ethnicity composition, and high school graduate numbers.

- **Student profile.** The student profile will include information as described for the framework in Figure 6. That is, it will provide information by sector, class standing, program intent, and delivery mode. Staff research also will attempt to generate information on gender, county of origin, and race/ethnicity.
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- **Preliminary enrollment forecasts.** Preliminary enrollment forecasts will be presented that will reflect (1) current participation rates, and (2) various scenarios of future participation rates, which will be based on expected demands, needs, and HECB goals.

**RESOLUTION NO. 99-06**

WHEREAS, The Higher Education Coordinating Board is directed by statute [RCW28B.80.330 (3)] to prepare a Master Plan for higher education in the state, and the next update is to be presented to the Legislature in 2000; and

WHEREAS, An integral part of the Master Plan will be an analysis of expected higher education enrollment levels in this state in future years; and

WHEREAS, The Board, in previous Master Plans, has established headcount enrollment levels based upon decisions about the percentage of certain age groups that should be enrolled in postsecondary education (the participation rate method); and

WHEREAS, No other, more reliable or accurate methodology has been identified for determining enrollment demand, and

WHEREAS, Interest in accessing higher education services may increase for many citizens in this state; and

WHEREAS, Alternative technologies for delivery of instruction (such as distance education) will effect a more widespread availability of higher education services in the future;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board, in developing the Master Plan, will use participation rate methodology to determine baseline, future enrollment needs, and will augment and refine these enrollment projections with analyses of increased interest and demand from citizens for higher education services, and the emergence of alternative delivery technologies.

Adopted:

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **Master Plan Policy Paper #2: For-profit, Independent Providers**

February 1999

### **ISSUE AREA**

Role of for-profit, independent providers in addressing the state's enrollment demand

### **POLICY ISSUE(S)**

To consider when, if ever, it is appropriate for public funds to support for-profit, independent postsecondary institutions.

### **STUDY QUESTIONS**

- I. What is an independent education provider?
- II. What is the likely response of independent education providers to a growing demand for higher education?
- III. What sorts of students are likely to use for-profit providers, and what impact will these providers have on the demand for higher education at public institutions?
- IV. Is it appropriate for public funds—financial aid and/or state investment—to be available at for-profit institutions?
- V. How does the quality of instruction at for-profit educational institutions compare to that provided by public institutions?

### **INTRODUCTION**

The Higher Education Coordinating Board has long championed the value of broad public access to higher education. The Board further recognizes the long-standing public policy of the state of Washington to support public higher education, as a way of investing in the enrichment, education, and training of its citizens.

As the HECB seeks new ways to meet the increasing demand of citizens for higher education, a factor to be considered is the role of for-profit, degree-granting providers in meeting the state's higher education participation goals. This paper seeks to better understand these providers: their mission, their current service levels, and their clientele.

#### *I. What Is An Independent Provider?*

When we speak of "independent education providers" one way to begin is by asking "independent of what?" The initial answer would be "independent of control by political authorities"—the Legislature and Governor — at least in a set of basic decisions about curriculum, admissions, and

setting prices. The schools that have been historically independent of public authorities are private, nonprofit colleges and universities, either sectarian or nonsectarian.<sup>2</sup>

For-profit degree-granting institutions / corporations have traditionally been absent from the landscape, either by custom or by law. In Pennsylvania, for example, the law forbade the incorporation of a for-profit college or university. However, in the 1990s a wave of for-profit educational corporations has been launched on Wall Street. Some, such as the University of Phoenix, have gained authority to grant degrees from regional accreditation agencies. Others, such as the Caliber Learning Network, have established partnerships with established nonprofit colleges and universities. Therefore, on the brink of the 21<sup>st</sup> century, the universe of degree-granting institutions that are “independent” (of political authorities) has been irrevocably changed: it now consists both of for-profit and non-profit colleges and universities.

This distinction, however, is only a legal distinction. It doesn’t explain how these “independent” educational institutions actually operate, or, most important, how they will respond to a burgeoning demand for higher education. In his paper, “When Markets Matter,” Robert Zemsky suggests that all higher education institutions now operate within a highly segmented marketplace. The educational marketplace is defined by students who seek some combination of prestige and convenience in their education, subject to budget constraints. At one end of the market are what Zemsky calls “selective name-brand” schools — public or private — which attract applications and enrollments from students seeking prestigious degrees. These institutions, writes Zemsky:

“...are places, settings really, for the young. It is the style and rhythms of the traditional rite-of-passage college student that dominate a name brand institution. Name-brand educations are also experiences that students buy whole, rather than in part, a semester or course at a time. What matters as well are campus amenities: field houses, good dorms, good social life, even fraternities and sororities or their social equivalent.”<sup>3</sup>

At the other end of the marketplace is what Zemsky calls the “convenience” schools. Writes Zemsky, “these institutions attract more diverse, older, more experienced, more work-savvy learners who frequently purchase their education in parts.” Seeking job-related skills and occupational certification, these learners chiefly care about “amenities that make their enrollment easier: flexible schedules, nearby locations, childcare, ...and parking.”

Schools, like firms, compete against one another within their market segments. For example, in the Puget Sound metropolitan area the “convenience” market segment is populated by a host of degree-conferring educational institutions. They include nonsectarian and sectarian nonprofits, private for-profits, and a number of public institutions, including UW Tacoma, Central

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<sup>2</sup> While highly autonomous in making basic operating decisions (e.g. setting prices and creating programs), even these schools have been subject to *some* regulation by public authorities, including degree authorization (Washington Code, Chapter 28B.85) and financial aid regulations (e.g. those attached to VA program).

<sup>3</sup> Robert Zemsky, “When Markets Matter,” October 1998.

Washington University extension campuses, and community colleges. Also operating in this market place are private institutions that operate on military bases, either through on-site adjunct faculty or distance learning technologies. New to this sector, of course, is the “virtual university,” both public, such as Western Governors University, and some privates.

As we struggle to define the new breed of “independent” higher education provider, we find that the category name of “independents” or even “nonprofit independents” encompasses institutions that are fundamentally dissimilar in their mission and strategies. They are dissimilar because they operate in very different market segments, ranging all the way from “selective brand name” to “convenience.” So, the best answer to the question “what is an independent provider?” may be “many different things.”

## II. *What is the likely response of independent education providers to a growing demand for higher education?*

The HECB is undertaking a survey of enrollment-planning information from institutions authorized by the state to grant degrees. Without that data it is difficult to project how such institutions might respond to higher education demand. However, we can think about answers to that question by considering the market segment in which each operates, and what competitive position they are in within their market segment.

**Selective degree-granting institutions:** Schools in the “selective name-brand” market segment are not likely to increase enrollments significantly. With an enhanced demand for higher education, they may increase the selectivity of their pool of admitted students to bolster their reputation for selectivity, or increase prices in order to increase student-generated revenue. In Washington, some independent institutions may pursue this path. Independent schools that are weaker competitors in this segment might respond differently: to shore up their revenues they might expand enrollments up to the point at which their physical facilities are overtaxed, after which they may increase selectivity or, prices.

**For-profit “non-traditional” providers:** Regardless of their legal designation, independent schools that operate (either entirely or in part) in the “convenience” market segment are likely to respond in similar ways to an increasing demand: by increasing enrollments.

For-profits will be able to do this most swiftly, by leasing space and adding instructors. Nonprofit institutions that operate either wholly or in part in the convenience market segment are likely to do so as well. The for-profit institutions may be different from nonprofit institutions, not so much in their aims as in their access to capital — and therefore, to cutting-edge distance learning technologies — and in the absence of internal governance constraints. Both attributes will allow them to respond swiftly to the tastes of student-customers. These institutions are likely to open new locations quickly in convenient suburban locations, introduce new courses, and employ the latest learning technologies.

At the moment, for-profit providers are a very small part of the higher education marketplace. By some estimates “for-profit and nontraditional” providers comprise two percent of the market

nationally.<sup>4</sup> Here in Washington their share of enrollments is roughly the same. Only a handful of for-profit institutions now operate within the state, including the University of Phoenix, which is the largest of the for-profit universities in the country.

Phoenix enrolls approximately 50,000 students in 65 sites nationally, focusing solely on working adult students. Like other for-profit providers, Phoenix tends to enroll students *who might not otherwise be participating in a degree program* but for the convenience and flexibility of the programs they offer. In short, these new institutions are likely to increase participation rates, most especially among adult learners. The University of Phoenix routinely surveys its incoming students, asking, “Would you attend a post-secondary institution if Phoenix were not available?” Well over half of its incoming students reply that they would *not*. However, if one conservatively estimates that 30-40 percent of for-profit student enrollment increases will be comprised of these newly recruited students, then recognition of enrollment capacity added by for-profit institutions might need to be adjusted to reflect this factor.

In 1997, Phoenix opened its first site in Bellevue, Washington, and by January 1999, the site enrolled nearly 700 full-time equivalent (FTE) students. Its administrators anticipate that Phoenix will open perhaps a half-dozen other sites in the state, and expand its enrollments to approximately 2,500 FTE students by 2010.<sup>5</sup> While certainly a significant increase from its current base enrollment, this is not so significant from a 2010 statewide need basis.

If the state’s other existing for-profit providers grow at similar rates, they could play a part in accommodating increased demand by 2010 and beyond. If new for-profit providers establish operations within the state, either by opening capital facilities or through distance learning technologies, and if they add capacity at the rate of existing for-profits, then an even larger net enrollment capacity may be generated through this sector.

### **Survey of independent higher education providers**

To elicit expectations for enrollment growth among independent providers, the Higher Education Coordinating Board is conducting a survey of all degree-granting independent institutions operating in Washington State in a physical location. In addition to total enrollment projections to 2010 and beyond, the survey will request information on technology/distance education activity and plans.

The purpose of the survey is to create as complete a picture as possible of the current level of service offered by institutions in the independent sector, and future plans for higher education services in Washington state. The survey is intended to yield information critical in establishing the scope of education services that will be available in the future, whether for-profit or nonprofit, and will contribute to the Board’s assessment of future higher education demand and capacity.

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<sup>4</sup> Marchese, “The Shape of Things to Come,” 1998.

<sup>5</sup> Interview, Craig Swenson, Northwest Regional Director, University of Phoenix, 1-14-99, Bellevue, Washington.

The survey, and follow-up discussions with independent providers, will contribute data to enable the HECB to size the future enrollment potential of independent providers.

III. *What sorts of students are likely to use for-profit institutions, and what impact will these providers have on the demand for higher education at public institutions?*

Initial analysis indicates that generally for-profit institutions have enrolled “nontraditional” or adult learners.<sup>6</sup> At the University of Phoenix, for example, the average age of students is 35, and 85 percent of students are between the ages of 25 and 49.<sup>7</sup> Its students are slightly more likely to be female than male (55-45 percent), and fully 37 percent are not of European ancestry.<sup>8</sup>

Adult learners highly prize convenience and generally they are uninterested in forming attachments to residential collegiate life. Discussing his national study of their attitudes Arthur Levine writes, “they wanted a different kind of relationship with their colleges than undergraduates have historically had. They preferred relationships like those they already enjoyed with their bank, their gas company, or their supermarket.”<sup>9</sup>

**Demographic characteristics:** For-profit providers tend to eschew majors and courses in the social sciences, the humanities, the natural sciences, or costly applied sciences. But they *have* offered adult students what they want: courses and majors that are directly job-related, such as business management, information technology, education, and health-care professions . Conversely, traditional students — those in the 17-25 age range — are likely to be among those who continue to seek traditional kinds of educational institutions that provide them with settings for the “rite-of-passage.”

**Geographic distribution:** A second way of thinking about “which students” is to focus not on demography, but on geography: where will these providers choose to locate? Focused on adult students who are looking to augment their work-related skills at convenient locations, these schools generally have chosen to locate in the shopping malls and office parks of fast growing and affluent suburbs: in Tigard, Oregon; Bellevue, Washington; Montgomery County, Virginia; and similar communities throughout the nation.<sup>10</sup> Neither rural communities nor inner cities are likely

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<sup>6</sup> For a list of major for-profit higher education companies, see “For-Profit Higher Education Sees Booming Enrollments and Revenues,” *The Chronicle of Higher Education*, January 23, 1998.

<sup>7</sup> 1998 Fact Book, University of Phoenix, p. 10.

<sup>8</sup> The race and ethnicity of entering students in 1998 was: Hispanic (14%), African-American (14%), Asian (6%), Native American (1%), unknown (2%), White (63%).

<sup>9</sup> Levine, “How the Academic Profession is Changing,” *Daedalus*, Fall 1997.

<sup>10</sup> The University of Phoenix, for example, “leases multiple sites in many of the cities where it operates, choosing them so that no student has to drive more than twenty minutes to get to class” (Traub, 1997). The University routinely undertakes a zip code analysis of its enrolled students, and each community that contains more than 200 students receives its own “learning center.”

venues for new for-profit institutions; rather, King County suburbs are currently under consideration for additional sites.<sup>11</sup>

**Impact on public and other independent higher education institutions:**

Given the pricing strategies and target market of for-profits, the impact of their competition for students is likely to be felt chiefly by other independent, traditional institutions now operating in the “convenience” market.

The prices per credit hour of these other schools are higher than those of for-profit schools, and they lack the capacity to lower prices by providing larger subsidies to students (e.g. financial aid).<sup>12</sup> Nonprofit institutions operating in the convenience market often look to business administration and similar programs for a large share of their net revenues, and they may rely upon them to subsidize programs with few majors or high costs. Should they lose enrollments in these revenue-generating programs, they could well find themselves in financially restrained circumstances.

And what of public institutions? Colleges and universities serving traditional residential students will be less affected, since they operate in a different market. However, it may be a different situation for public institutions that operate within the Puget Sound metropolitan area that also serve the convenience market. The state’s long-standing policy of public investment in higher education allows public institutions to operate with tuition and fees that create broad public access to higher education. Those rates are lower than those of the newer for-profit competitors. Hence, students who are likely to select a new for-profit provider over its public competitor will be those who are willing and able to pay for the convenience of a for-profit institution, or whose tuition and fees are substantially subsidized by their employers.

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<sup>11</sup> Interview, Craig Swenson, Northwest Regional Director, University of Phoenix.

<sup>12</sup> “For-Profit Higher Education: Godzilla or Chicken Little?” Gordon Winston, Williams Project for the Economics of Higher Education, November 1998.

*IV. Is it appropriate for public funds to be available at for-profit institutions?*

**Financial Aid to Students**

In addition to the state's policy of support for public higher education, the state of Washington also supports broad public access to higher education by helping students to pay for their education both directly and indirectly. The primary direct aid provided by Washington consists of State Work Study, State Need Grants, and the Educational Opportunity Grant.

The state also aids students indirectly – and to a much greater extent -- through state appropriations that support the cost of instruction at public universities, colleges, and community and technical colleges.<sup>13</sup> Currently, most nonprofit independent providers that have operated in this state over the last several decades, are eligible for participation in Washington's student financial aid programs. They are eligible through accreditation by the Northwest Association of Schools and Colleges, which the HECB recognizes through the Washington Administrative Code (WAC).

Under current statute, newer for-profit colleges and universities may not be eligible for participation in state financial aid programs if their accreditation is not recognized by HECB. State statutes articulate which schools are eligible to participate in the State Need Grant and Educational Opportunity Grant programs in this way:

“...any institution, branch, extension, or facility operating within the state of Washington which is affiliated with an institution operating in another state must be a separately accredited member institution of any such accrediting association...” (RCW 28B.10.802)

The North Central Association of Colleges and Schools is not an association “recognized by a rule of the board.” Hence, students attending the Washington site of a national for-profit institution such as the University of Phoenix (accredited by the North Central Association), are not eligible to receive state-funded financial assistance. Even if the Board were to recognize the North Central Association, the Washington-based site would have to be separately accredited.

However, students who attend these new for-profit institutions are likely to place little demand on existing direct-aid programs, since they are adult learners who are often employed on a full-time basis. Of students enrolled at the University of Phoenix, for example, roughly half are reimbursed by their employers for their schooling,<sup>14</sup> and they rarely qualify for federal need-based aid.<sup>15</sup> Hence they are unlikely to be eligible for the state's need-based grants or work-study program.

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<sup>13</sup> This sum, the “state funded instructional cost per undergraduate,” is estimated to range from 3,336 at community and technical colleges to 5,091 at the comprehensive institutions. Source: “Total Weighted Average State Instructional Cost by Sector Per FTE Undergraduate and Graduate Student, FY 1999”

<sup>14</sup> Telephone interview with Karen Spahn, Director of Institutional Research, University of Phoenix.

## State financial support of for-profit institutions – issues and questions

In Washington state, private institutions that play a significant role in providing higher education services have been sectarian schools. Thus, proposals to support students attending independent institutions evoked constitutional questions over the financing of sectarian institutions. Indeed, the participation of sectarian institutions in the Educational Opportunity Grant program is currently under challenge in court. However, for-profit institutions are nonsectarian and do not raise this constitutional question.

There is no precedent in Washington of institutional support to either nonprofit or for-profit independent postsecondary educational institutions. There is, however, ample precedent for public dollars flowing to for-profit corporations in *other* policy areas, including for-profit providers of social services, such as nursing homes and hospitals.

Once the state has achieved full utilization of all available existing and planned facilities, it may be appropriate to ask whether it would be feasible for the state to contract for higher education services from a for-profit provider, or to build new public facilities to provide the education? And public policy-makers might want to know whether the quality of for-profit education is comparable to public education, and what factors beyond cost and quality should be considered when comparing for-profit and public institutions.

### Cost Comparisons

Is it less expensive to educate a student at a private for-profit institution than at a state college or university? One might begin to answer the question by comparing the cost of a year of undergraduate schooling at the University of Phoenix (\$7,650) to the total instructional cost per undergraduate for the state's comprehensive universities (the weighted average is \$7,296). However, there are two problems with this comparison.

First, the total instructional cost per undergraduate student will vary dramatically depending on whether additional enrollment is added to existing physical capacity, and the nature of instruction for which capacity is needed. The state's standard calculation of instructional cost per undergraduate does not include capital costs or debt service. This cost model may understate by as much as one-half the cost of adding enrollment through adding physical capacity.

Second, the total instructional cost per undergraduate student *varies widely across different academic disciplines*. For example, instructional costs on the UW Seattle campus averaged \$5,923 in 1994. However, on the same campus costs ranged from \$4,037 per FTE in the social sciences to \$10,036 and \$10,839 for engineering and agriculture/natural resources, respectively.

It may cost only \$7,000 per FTE at the University of Phoenix, but Phoenix and other for-profit schools offer instruction mainly in those areas that have negligible capital requirements and low

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<sup>15</sup> Fewer than 5 % of UOP student qualify for Pell Grants. Interview, Karen Spahn, Director of Institutional Research, University of Phoenix.

instructional costs (e.g. B.S. in Business, with majors in Marketing, Accounting, and Management). Programs with high capital requirements — chemistry, physics, and forestry — are not offered, currently, and are not likely ever to be offered. Whatever cost saving might be achieved by contracting with private providers for higher education, they are likely to be achieved for a few majors, albeit those with significant enrollments.<sup>16</sup>

If we compare the marginal cost of an additional enrollment to a business program with available physical capacity, then it appears that instructional costs per FTE at public universities are similar to those at the region's for-profit program. The instructional cost per FTE for the UW Seattle business program in FY 1994 was \$7,445, and adjusting for a 21 percent rise in instructional costs between FY 1994 and FY 1999 brings its current cost to \$9,008, a price that is 18 percent higher than the Phoenix price.

On the main campus of Central Washington University, the instructional cost for this program was \$5970, a price that is 28 percent less than the private (Phoenix) price; costs at CWU's centers are even less. So, would it be cheaper to contract out to private providers than to add enrollment to the public college and university system? The answer is "it depends."

Any cost comparisons would be incomplete without taking into account three additional considerations. First, the state's long-standing policy of access to higher education has resulted in the development of fine public college and university campuses across the state. Full use of these facilities is the first obligation of the state to the taxpayers who funded them. And, practically speaking, it would be neither efficient nor accountable to allow public buildings to lie underutilized and then to contract elsewhere for services at a similar or even higher cost.

Second, any cost-benefit calculation of public versus private spending for higher education should recognize that public institutions generate "side benefits" that for-profit institutions do not: their libraries, concert halls, and meeting places are available to the community; their faculty often is often available to the community as well. For-profit educational institutions simply do not generate these benefits to the same extent—indeed, they may even consume them. The immediate benefits of for-profit education are captured instead by stockholders and executives of the educational firm: by students, whose workforce skills and wages are presumably enhanced, and by employers, who may obtain workforce training at a low cost, or no cost. Seen in this light, the benefits that would flow from equivalent levels of spending on public and for-profit schooling are significantly different.

Third, all educational institutions routinely cross-subsidize. Students are charged the same price for programs that vary widely in costs, e.g. engineering and communications. Thus, some programs subsidize others. For-profit education institutions tend to focus on low-cost, high-revenue programs, "creaming" these programs, and eschewing costly programs. Contracting arrangements could deprive some public and nonprofit institutions their profitable enrollments (e.g. business, education). Institutions that utilize cross-subsidization and lose critical revenue could be forced to drop or increase the cost to students for some of their now-subsidized programs.

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<sup>16</sup> In 1997-1997, 2,801 business degrees were awarded at public four-year institutions. Business degrees comprised 15.73 % of all undergraduate degree conferred by these schools.

V. *How does the quality of instruction at for-profit educational institutions compare to that provided by public institutions?*

Critics of for-profit higher education have tended to focus on the incentives at work in these institutions and the inputs to education (libraries, faculty, etc.), and to pronounce for-profit to be inferior. The incentives, it is alleged, are all wrong. The charges against for-profit universities are that they are in the business of giving customers what they think they want, rather than giving students what they need; they allow students to read pulp fiction rather than Plato. Other criticisms suggest that for-profit schools stint on libraries, faculty with Ph.D.s, and genuine learning communities. In short, the argument goes, the ingredients necessary for successful education are absent or in short supply.

Predictably, defenders of for-profit education argue the opposite. They point to standardized test scores and pass rates on state licensure examinations among their graduates that are comparable to those of public institutions. And they tout a sophisticated system of monitoring and evaluating teaching performance that ensures both consistency and quality.<sup>17</sup>

This debate between proponents and opponents has lacked one ingredient: evidence.

We simply do not have reliable evidence about performance — at least learning outcomes — in public colleges and universities, let alone in these new for-profit universities and colleges. Before proceeding to make a significant commitment to relying upon for-profit educational institutions, it would be prudent to establish a basis of research for judging the wisdom of committing public funds to new institutions.

## CONCLUSION

The emergence of for-profit degree-granting providers has added a new dimension to planning for higher education services in the state. Questions are raised regarding the nature and scope of their contribution to the future higher education needs of the state. While currently not a significant factor in meeting statewide needs, and not even projected to be so by 2010, they nonetheless need to be recognized and accounted for in our planning.

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<sup>17</sup> See, for example, John W. Sperling and Robert W. Tucker, For Profit Higher Education: Developing a World-Class Workforce; “University of Phoenix’s Faculty Members Insist They Offer High-Quality Education,” *The Chronicle of Higher Education*, October 16, 1998.

**RESOLUTION NO. 99-08**

WHEREAS, In developing the 2000 Master Plan the Board seeks to maximize the use of existing public higher education facilities, and to look for new and innovative avenues to accommodate the state's burgeoning demand for higher education opportunity; and

WHEREAS, The Board has recognized that the emergence of for-profit, degree-granting providers will add a new dimension to planning for higher education in the state; and

WHEREAS, The Board has reviewed key issues surrounding the role of for-profit, independent providers in addressing the state's enrollment demand; and

WHEREAS, The Board will continue to research the role of such providers as it considers the rapid evolution and growth of distance learning technology; and

WHEREAS, The Board recognizes that for-profit institutions serve an important role by educating primarily nontraditional, adult learners seeking maximum flexibility, convenience and quality in their opportunities to earn a degree; and

WHEREAS, The Board is committed to upholding the state's public-policy commitment to a strong and enduring public higher education system, to ensure broad public access to postsecondary education; and

WHEREAS, The Board recognizes that better methods are needed to assess accurately the quality of education delivered by accredited, for-profit and non-profit providers;

THEREFORE, BE IT RESOLVED, That the Board accepts the conclusions of the Master Plan Policy Paper #2, including (1) that for-profit, degree-granting providers are serving a unique student market; (2) that such providers are providing a valuable service to place-bound and time-bound students; and, (3) that while the number of such providers continues to grow, in the next ten years such providers are unlikely to be able to accommodate a significant portion of statewide enrollment needs; and

BE IT FURTHER RESOLVED, That the Board affirms its commitment to the importance of continuing to develop its understanding of for-profit higher education providers, while maintaining strong public colleges and universities and finding the best ways to extend the capacity of those public institutions.

Adopted:

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **Washington State University Market Analysis/Education Needs Assessment Proposal for Spokane Higher Education Services**

February 1999

### **OVERVIEW**

In December 1998 the Higher Education Coordinating Board (HECB) conditionally approved Washington State University's *Planning for Higher Education in Spokane*, which proposed a program plan and new operational profile for the Riverpoint Higher Education Park in Spokane. At the time of that action, the HECB specifically recommended that WSU conduct additional analyses that would result in an overall prospectus of how WSU Spokane can help meet the demand for higher education statewide, as well as in the immediate Spokane area.

To support these analyses, the HECB would provide funding to WSU to hire an independent researcher to conduct additional research. To access funds, WSU would submit a short proposal developed in cooperation with the Spokane area higher education institutions, outlining an assessment process, an overview of the anticipated product, and an estimated dollar amount required to complete work. Upon approval of the proposal, HECB would transmit funds to WSU. The due date for a final report to the HECB would be June 1, 1999.

In accordance with the stipulations cited above, WSU has submitted an assessment proposal. Specifically, the proposal calls for a study whose objective include the following:

- 1. Identify Spokane-area employers' and employees' education and training needs;**
- 2. Identify potential students' course and program interests; and**
- 3. Identify emerging or unmet needs for education and training that would serve a broader student market than that which exists in the greater Spokane area.**

The study will include the Spokane County area, as well as other regions of the state. It will analyze existing research pertaining to higher education needs, as well as conduct new research and assessments. A collaborative approach will be employed to work with the public and independent institutions in the Spokane area and with community and business enterprises. WSU and EWU have agreed to form a Project Coordination Team (PCT). The PCT will be responsible for providing guidance and oversight to the consultants retained for the project.

### **RECOMMENDATION**

The Washington State University Market Analysis/Education Needs Assessment Proposal for Spokane Area Higher Education Services is recommended for approval, effective immediately.

**RESOLUTION NO. 99-02**

WHEREAS, In December 1998 the Higher Education Coordinating Board conditionally approved Washington State University's "Planning for Higher Education in Spokane." which proposed a program plan and new operational profile for the Riverpoint Higher Education Park in Spokane; and

WHEREAS, The Board specifically recommended that Washington State University conduct additional market analyses to determine how WSU Spokane can help meet the demand for higher education statewide, as well as in the immediate Spokane area; and

WHEREAS, The Board has agreed to provide funding to Washington State University to hire an independent researcher to conduct additional research; and

WHEREAS, Washington State University has submitted an assessment proposal that meets the Board's "Market Analysis/Education Needs Guidelines for Spokane Higher Education Services;"

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the Washington State University "Market Analysis/Education Needs for Spokane Higher Education Services," effective immediately.

Adopted:

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## Washington State University Proposal to Offer a Bachelor of Arts in Education at Grays Harbor

February 1999

### EXECUTIVE SUMMARY

Washington State University (WSU) proposes to offer a **Bachelor of Arts in Education at Grays Harbor**. The program is currently offered on campus in Pullman. Graduates of the program earn a BA degree and an elementary initial teaching certificate. The Higher Education Coordinating Board is responsible for approving the BA degree program, while the State Board of Education is responsible for approving the preparation components for the teaching credential.

The program prepares individuals to be competent **classroom leaders** who will make a **positive impact on student learning**. To date, about **100 individuals** have expressed **keen interest** in the program. It is attractive to students because it is **accessible** and **affordable**.

The **assessment plan** includes comprehensive evaluations of program vitality and student learning outcomes. It also incorporates the standards for teacher preparation programs established by the State Board of Education and the National Council of Teacher Education. The **diversity plan** reflects WSU's commitment to serve persons of color and/or disability.

The BA in Education will be funded through **internal reallocation**. It will be supported by **regular WSU faculty** and complementary **adjuncts**. The cost of this program should be about **\$8,000 per FTE student**.

### RECOMMENDATION

The Washington State University proposal to offer a Bachelor of Arts in Education at Grays Harbor is recommended for approval, effective immediately.

## **Washington State University Proposal to Offer a Bachelor of Arts in Education at Grays Harbor**

February 1999

### **INTRODUCTION**

Washington State University is proposing to offer a Bachelor of Arts in Education at Grays Harbor College for prospective teachers. Upon successful completion of the program candidates are eligible for a Bachelor of Arts degree and an elementary (K-8) initial teaching credential. The Higher Education Coordinating Board is responsible for approving the BA degree program while the State Board of Education is responsible for approving the preparation components for the teaching credential.

### **NEED FOR PROGRAM**

#### **Definition**

Education programs prepare individuals to be skilled classroom leaders who understand children and youth. They exhibit mastery in the art of teaching by drawing upon what they know about pedagogy and academic content to achieve a positive impact on student learning.

#### **Relationship to Role and Mission**

The Proposed BA in Education at Grays Harbor College is consistent with the service role and mission of a land grant institution. Professional education delivered through WSU's College of Education has long been part of that mission.

#### **Relationship to Program Plan**

The HECB pre-approved this program in April 1998.

#### **Alternative Programs**

No public or private institution offers undergraduate programs in education in the Grays Harbor area.

#### **Student Interest and K-12 Benefits**

Student interest in the education program is keen. About 150 persons attended informational sessions. Of those participants, 102 indicated both a "strong interest" and "strong intent" to enroll in the proposed program. In addition, superintendents in 17 local school districts in the region indicated a strong need for new teachers at the elementary level.

By offering the program in Grays Harbor, WSU will address several critical needs. First, it will increase the pool of qualified prospective teachers. Second, it will respond to place-bound individuals who are unable to leave their job and family responsibilities to attend college far from home. Third, the local program will support implementation of state initiatives regarding essential academic learnings and student learning outcomes assessment. Finally, the program will assist local citizens who are seeking new career opportunities in Grays Harbor and Pacific counties, which, since the early 1990s, have experienced high unemployment rates.

## **PROGRAM DESCRIPTION**

### **Curriculum**

Appendix A presents the program of study for the BA in Education. It will be the same as that offered on the WSU Pullman campus. Courses will be offered by on-site faculty and various distance learning technologies.

### **Projected Enrollment**

From 25 to 30 students will be admitted to the cohort program. Each cohort will progress through the program together, taking courses and participating in multiple on-site school-based field experiences.

### **Expected Time-to-Degree Completion**

Full-time students would be able to complete the program in two calendar years.

### **Diversity Plan**

This program is specifically committed to the recruitment and retention of persons of color and/or disability. This commitment is reflected in the program's plan to work closely with the Quinault Indian Tribal Council and the Taholah School District to provide diversity training and on-site field experiences for program candidates. It is exemplified in WSU's cohort model that will enhance retention, bonding, and learning communities.

### **Resources**

Teaching faculty for the program will include WSU faculty supplemented by local adjunct faculty. All faculty members are experts in their field of specialization and fully qualified to participate in teaching, supervision of field experiences, or administration of the program. New personnel will provide support services. Library resources will be accessed on-site and at the WSU Pullman campus.

## **QUALITY OF PROGRAM**

### **Accreditation**

WSU's education programs are accredited by the National Council for Accreditation of Teacher education (NCATE) and approved by the State Board of Education (SBE).

### **Assessment**

Appendix B presents the assessment plan for the proposed BA in Education. It includes extensive evaluation of program effectiveness and student learning outcomes.

### **External Reviews**

Because the education program is currently offered on campus, an external review was not required. Central Washington University noted that the program does not conflict with any current or proposed CWU program plans. No comments were received from the other public baccalaureate institutions.

## **COST OF PROGRAM**

Appendix C summarizes estimated program costs. The BA in Education will be supported through internal reallocation. The cost per FTE student at full enrollment is estimated to be \$8,000, which is higher than the cost of on-campus upper-division instruction in education.

## **PROGRAM ANALYSIS**

The program offers the following advantages:

1. Keen student interest in education has been demonstrated in the Grays Harbor area;
2. Alternative undergraduate programs in education are not available in the Grays Harbor area;
3. The program will be delivered in collaboration with Grays Harbor College via on-site faculty and multiple distance education technologies;
4. The diversity and assessment plans are comprehensive; and
5. The cost per FTE student is reasonable.

## **RECOMMENDATION**

The Washington State University proposal to offer a Bachelor of Arts in Education at Grays Harbor is recommended for approval, effective immediately.

## **PPENDICES**

APPENDIX A Program of Study

APPENDIX B Assessment Plan

## APPENDIX C Program Costs

For a copy of the appendices, please call the HECB at (360) 753-7830

**RESOLUTION NO. 99-03**

WHEREAS, Washington State University is proposing to offer a Bachelor of Arts in Education at Grays Harbor; and

WHEREAS, The combination of high unemployment, keen student interest, and high turnover substantiates that the demand for elementary teachers in the region will continue; and

WHEREAS, WSU would bring to Grays Harbor a program with a well-developed curriculum, assessment plan, and clear student outcomes established by the state; and

WHEREAS, the program will be delivered in partnership with Grays Harbor College via on-site faculty and multiple distance learning technologies; and

WHEREAS, the program would be supported through reallocation at a reasonable cost;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves Washington State University's request to offer a Bachelor of Arts in Education, effective immediately.

Adopted:

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **Washington State University Proposal to Establish a Bachelor of Arts in Criminal Justice Statewide Distance Education Program**

*February 1999*

### **EXECUTIVE SUMMARY**

Washington State University proposes to offer a **Bachelor of Arts in Criminal Justice Statewide Distance Education Program**. This program would complement the other three distance education programs offered by WSU. It would be delivered collaboratively with other public four-year institutions via **multiple instructional technologies**.

The program is designed to prepare individuals for careers in fields such as law enforcement, corrections, forensics, and police administration. Professionals in all of these fields are and will continue to be in **high demand**.

The **diversity plan** supports the state's and the institution's aspirations to increase the participation rates of people of color in higher education and the criminal justice field. The **assessment plan** is well designed to measure student performance and program effectiveness.

The BA in Criminal Justice would be funded by a combination of **internal reallocation** and **new state funds**. It would be supported by a cadre of full-time faculty and comprehensive support services. At full enrollment, the cost would be about **\$5,000** per FTE student.

### **RECOMMENDATION**

The Washington State University proposal to establish a Bachelor of Arts in Criminal Justice Statewide Distance Education Program is recommended for approval, effective immediately. Furthermore, on an annual basis, WSU will submit actual costs for the distance education courses, including the actual costs associated with delivery via distance education technologies. Finally, at the end of the second year of the program, WSU will submit to HECB staff all assessment information related to program effectiveness and student learning outcomes.

# **Washington State University Proposal to Establish a Bachelor of Arts in Criminal Justice Statewide Distance Education Program**

*February 1999*

## **INTRODUCTION**

The Bachelor of Arts in Criminal Justice is a well-established program on the WSU Pullman campus and is considered one of the premier programs in the United States. It attracts students, to a large extent, because of its high profile in the criminal justice community. Graduates of the WSU program hold important positions in Washington including the Chief of the Washington State Patrol, the Director of the Washington Regional Institute for Community Oriented Public Safety, Chief of Police of Bellingham, and the Sheriff of Spokane County.

## **PROGRAM NEED**

### **Definition**

The criminal justice program prepares individuals to work in law enforcement, corrections, criminology, and police administration. It focuses on specific knowledge and skills related to the field as well as general professional competencies.

### **Relationship to Institutional Mission**

The proposed program would support WSU's mission by offering time- and place-bound individuals access to education and professional development for careers in the public and private criminal justice marketplace. It also would support WSU's role as a leader in delivering distance education programs.

### **Relationship to Program Plan**

In April 1998, the Board granted "pre-approval" status to the WSU BA in Criminal Justice Statewide Distance Education Program.

### **Relationship to Other Institutions**

Eastern Washington University, Central Washington University, and Washington State University Pullman offer site-based BAs in Criminal Justice. EWU's program emphasizes criminology; CWU's program focuses on corrections, probation, and parole; and WSU's program stresses police administration. WSU is the only higher education institution proposing to offer a statewide distance education program in criminal justice. And, as discussed later in this report, the WSU program will be delivered collaboratively with EWU, WWU, and CWU.

## **Occupational Demand**

WSU representatives assert that Washington State is experiencing escalating demands for criminal justice personnel. There are several circumstances that explain this phenomenon.

1. The combined output of graduates from the state's three programs in criminal justice (approximately 800 per year) cannot keep up with the 4.5% annual growth in the field.
2. Most criminal justice agencies consider the bachelor's degree as an essential prerequisite for promotion to middle and top management positions.
3. Many criminal justice employees cannot access traditional education opportunities due to distance and/or rotating work schedules.
4. Washington State is in the process of setting a minimum educational standard for entrance into the law enforcement training academies. This will put a premium on BA completion for those already in the ranks.
5. A large number of administrators and senior staff throughout the corrections system will be eligible for retirement in the next five years, further increasing the demand for expanded criminal justice educational opportunities.

WSU's statewide criminal justice program will meet this occupational demand, in part, by supplying competent graduates. The Washington State Criminal Justice Training Commission is keenly aware of the changing educational requirements for law enforcement personnel and is interested in forging alliances with institutions of higher education to meet these needs. This data supports the statewide expansion of WSU's criminal justice program.

## **PROGRAM DESCRIPTION**

### **Student Learning Outcomes**

As outlined in the proposal, graduates of this program will have attained the following learning outcomes:

1. Employ basic statistical tools for the evaluation of policies and individual performance in criminal justice agencies;
2. Analyze and write with clarity about fundamental questions in criminal justice administration;
3. Possess a working knowledge of the principles of criminal law;
4. Possess the ability to employ and effectively use a variety of computer programs;
5. Possess advanced skills in researching literature in criminal justice sufficient to enhance their professional use of the literature;
6. Possess a fundamental understanding of all core issues and processes in criminal justice sufficient to enhance employment test performance and make them competitive for promotion; and
7. Possess the skills for life-long learning.

## **Curriculum**

Appendix A presents the program of study required of students pursuing the BA in Criminal Justice.

## **Delivery**

Initially, the program will be delivered statewide through videotapes with the assistance of e-mail and telephone voice mail. Eventually, more sophisticated distance education technologies will be employed. At this juncture, WSU is planning how EWU, WWU, and CWU will contribute some core courses, electives, and specialized concentrations to the WSU program. Over time, these institutions will develop a consortial degree program in criminal justice. Appendix B provides details on the collaborative model.

At the February HECB meeting, staff will distribute a philosophical statement, signed by the institutional provosts. The statement outlines the policies and procedures the institutions will follow in implementing the proposed criminal justice program.

## **Students**

***Program Size.*** The program will initially enroll 35 FTE students and reach full size of 120 FTE students in five years.

***Time-to-Degree.*** It is anticipated that students pursuing the BA in Criminal Justice will typically take two courses each semester. As such, most students should complete the program in four years.

## **Diversity Plan**

WSU representatives claim that offering the BA in Criminal Justice statewide should attract and promote additional persons of color into the criminal justice field. While students on WSU's campuses tend to be younger and Caucasian, students enrolled in WSU's BA in Social Sciences Distance Education Program tend to be older and more ethnically diverse.

## **Resources**

The BA in Criminal justice will be supported by 11 existing faculty and one new faculty position at WSU Pullman. Initially, program administration, coordination, and support services will be provided essentially through existing means. As the program reaches full size, more positions may be added to accommodate the additional workload.

## **QUALITY OF PROGRAM**

### **Assessment Plan**

Numerous methods will be used to evaluate student performance and program effectiveness:

1. Baseline data (grades, test scores, and student course/faculty evaluations) will provide information on program participants, their performance in the program, and the program's effectiveness in meeting its intended student learning goals;
2. Student performance in the "Writing in the Major" course, the advanced writing course, and methodological research assignments will be evaluated to measure the progressive levels of skills and knowledge gained by students as a result of the program;
3. Exit interviews with graduates will provide end-of-program assessment and an evaluation of the program's overall effectiveness;
4. Regularly scheduled alumni surveys will reveal their respective levels of satisfaction with the program; and
5. Annual reviews of faculty will be conducted to monitor their performance and accomplishments.

### **External Reviews**

The proposal does not represent a new program of study for the criminal justice program. As such, no external review of the proposal is required. All of the other public baccalaureate institutions offered their support for the statewide program.

## **COST OF PROGRAM**

Appendix C displays the projected costs for the proposed program. It is expected that the first year costs will be \$238,162, supported by internal reallocation. The fifth year costs are \$605,588, supported by a combination of internal reallocation and new state funds.

Estimated initial costs per FTE student are \$6,805. At full enrollment the costs per FTE student are \$5,047. The high costs in the first year are attributed to one time start-up costs in equipment, faculty search and relocation, and advanced course production.

## **FINDINGS**

1. The proposed BA in Criminal Justice Statewide Distance Education Program has the potential to contribute significantly to greater higher education access in all regions of Washington and to the evolution of best practices in multi-media instruction.
2. The program supports the Board's initiatives for higher education in numerous ways, including expanded use of instructional technologies, increased partnerships with other colleges and universities in the delivery of programs, and greater participation of people of color in higher education.
3. Student interest and occupational demand have been demonstrated.
4. Resources are adequate to support quality instruction and support services for students and faculty alike.
5. The assessment plan is well suited for the distance education program, and should ensure student success and program enhancements.
6. The costs are reasonable and reflect the wise use of state resources.

## **RECOMMENDATION**

The Washington State University proposal to establish a Bachelor of Arts in Criminal Justice Statewide Distance Education Program is recommended for approval, effective immediately. Furthermore, on an annual basis, WSU will submit actual costs for the distance education courses, including the actual costs associated with delivery via distance education technologies. In addition, by December 31, 1999, WSU will submit to HECB a final organizational structure and plan for collaborating in the delivery of the program with other institutions. Finally, at the end of the second year of the program, WSU will submit to HECB staff all assessment information related to program effectiveness and student learning outcomes.

## **APPENDICES**

APPENDIX A	Program of Study
APPENDIX B	Collaborative Model
APPENDIX C	Program Costs

For a copy of the appendices, please call the HECB at (360) 753-7830

**RESOLUTION NO. 99-04**

WHEREAS, Washington State University is proposing to establish a Bachelor of Arts in Criminal Justice Statewide Distance Education Program; and

WHEREAS, The program has the potential to contribute significantly to greater higher education access in all areas of the state of Washington; and

WHEREAS, The program will respond to the growing demand for professionals in the criminal justice system; and

WHEREAS, The public baccalaureate institutions will have the opportunity from the beginning of the program to contribute some core courses, electives, and unique concentrations; and

WHEREAS, The program supports the Board's initiatives for higher education, including expanded use of instructional technologies, increased partnerships with four-year institutions, and greater participation of people of color in higher education; and

WHEREAS, The assessment plan is well suited for a distance education program and should facilitate on-going program enhancements; and

WHEREAS, Resources are adequate to support a quality program and support services; and

WHEREAS, The costs are reasonable and reflect the prudent use of state resources;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves Washington State University's request to establish a Bachelor of Arts in Criminal Justice Distance Education Program, effective immediately. Furthermore, on an annual basis, WSU will submit actual costs for the distance education courses, including the actual costs associated with delivery via distance education technologies. Finally, at the end of the second year of the program, WSU will submit to HECB staff all assessment information related to program effectiveness and student learning outcomes.

**Adopted:**

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary

## **Eastern Washington University Proposal to Offer a Master of Education in Elementary Education in Kent**

*February 1999*

### **EXECUTIVE SUMMARY**

Eastern Washington University proposes to offer a **Master of Education (M Ed) in Elementary Education in Kent**. The program is currently offered at EWU's main campus in Cheney, as well as in Spokane. Graduates of the program earn a Master of Education degree and an elementary (K-8) initial teaching credential. The Higher Education Coordinating Board is responsible for approving the M Ed degree program while the State Board of Education is responsible for approving the program of study for the teaching credential.

The program prepares individuals to be competent **classroom leaders** who will make a **positive contribution to student learning**. To date, about **30 individuals** have expressed **interest** in the program. It is attractive to prospective students because it is **affordable** and **easily accessible**.

The **diversity plan** portrays EWU's commitment to serve students of color. The **assessment plan** includes extensive evaluations of student learning outcomes and program effectiveness. It also addresses the standards for teacher preparation programs established by the National Council of Teacher Education and the State Board of Education.

The M Ed in Elementary Education will be funded on a **self-sustaining** basis. It will be supported by **EWU faculty** and **Kent School District teachers**. The cost of the program should be about **\$2,589 per FTE student**.

### **RECOMMENDATION**

The Eastern Washington University proposal to offer a Master of Education in Elementary Education in Kent for one student cohort is recommended for approval, effective immediately.

## **Eastern Washington University Proposal to Offer a Master of Education in Elementary Education in Kent**

February 1999

### **BACKGROUND**

Eastern Washington University (EWU) offers the Master of Education (M Ed) in Elementary Education at the main campus in Cheney, as well as in Spokane. Those programs, like the proposed Kent-based program, are designed for prospective teachers. Graduates of the program earn a Master of Education degree and an elementary (K-8) initial teaching credential. The Higher Education Coordinating Board is responsible for approving the master's degree while the State Board of Education is responsible for approving the program of study for the teaching credential.

### **NEED FOR PROGRAM**

#### **Definition**

Education programs prepare individuals to be competent classroom leaders who understand cognitive development of children and youngsters. They display mastery of state standards expected of a beginning teacher by drawing upon what they know about pedagogy and academic content to effect student learning.

#### **Relationship to Role and Mission**

The education program will support the EWU College of Education mission to "provide educational field services that respond to the needs identified or requested by educational agencies and/or school districts." An important aspect of this service is to respond to school districts across the state that desire a program offered on-site.

#### **Relationship to Program Plan**

The M Ed in Elementary Education was not included in EWU's most recent program plan.

#### **Alternative Programs**

No master's level teacher preparation programs are offered in the South Seattle/Kent area. The closest programs are located in Seattle (offered by the University of Washington Seattle and Seattle University) and in Tacoma (offered by the University of Washington Tacoma and the University of Puget Sound). What makes the EWU proposal unique other than its location is its collaborative model with the Kent School District. As reported by Dr. Alf Langland, Coordinator of Human Resources for Kent School District, "*The EWU program will enroll about 25 full-time*

*students in a cohort to be placed as interns in selected Kent schools. A team teaching approach will be developed collaboratively among the interns, EWU faculty, and Kent staff.*

*District teachers will serve as cooperating teachers and some Kent staff may be used as adjunct faculty during this year-long program. This Kent-EWU partnership will also integrate the internship, EWU classes and master's level requirements into a quality pre-service preparation program."*

### **Student Interest and K-12 Benefits**

Student interest for the education program is adequate. In 1997 and 1998 EWU conducted a survey to determine whether there would be interest in such a program. The results of this effort indicate that there are about 30 prospective graduate students who would like to enroll in the proposed M Ed program once it is approved.

By offering the program in the Kent School District, EWU will address two important needs. First, it will increase the pool of qualified prospective teachers. Second, it will support implementation of state standards regarding K-12 curriculum, school management, and student learning outcomes assessment.

## **PROGRAM DESCRIPTION**

### **Student Learning Outcomes**

As stated in the proposal, students completing the program will:

- *be familiar with the recent research, educational practices and current trends related to the topics of study featured in the various courses that comprise the program;*
- *develop a broad repertoire of instructional and assessment practices appropriate for meeting diverse learning needs of students in their classrooms;*
- *understand the curriculum development cycle that includes program assessment, design, implementation and monitoring strategies;*
- *develop and refine their personal philosophy of educational practice;*
- *develop personal leadership and interpersonal skills related to communicating with students, colleagues, and other educational stakeholders; and*
- *develop an understanding of the complex issues facing the K-12 public school system.*

### **Program of Study**

Appendix A presents the program of study for the elementary teacher education program, including the program model. Students are required to complete 86 quarter credit hours.

## **Students**

### ***Size of Program***

It is expected that enrollment for the program will be 30 students (34 annualized FTE students) per year. Each year a new cohort of 30 students would begin the program.

### ***Time-to-Degree***

It is anticipated that most students will complete the program in two years of full-time study.

## **Diversity**

The program will make concerted efforts to recruit students of color and those with disabilities through targeted mailings, presentations, and personal contacts with key organizations in the South Seattle and Kent community. These efforts will support EWU's commitment to increase the participation of underrepresented populations in higher education and in the teaching profession. Within the proposed M Ed program, special attention will be given to preparing graduate students to meet the needs of an increasingly diverse K-12 school population.

## **Resources**

Three FTE faculty will teach in the program, including main campus faculty and local practitioners from the Kent School District.

## **QUALITY OF PROGRAM**

### **Accreditation**

EWU's education programs are accredited by the National Council for Accreditation of Teacher Education (NCATE) and approved by the State Board of Education (SBE).

### **Assessment**

Appendix B presents the assessment plan for the proposed program. It includes a variety of methods to evaluate student learning outcomes and program effectiveness.

### **External Reviews**

Because the program is currently offered on EWU's Cheney campus, an external program review was not required. Copies of the proposal were shared with the other public baccalaureate institutions. The University of Washington indicated no objections to EWU proceeding with offering the M Ed in Kent. Central Washington University, which offers an undergraduate teacher preparation program at its SeaTac Center, commented that they support EWU's proposed program for one cohort. CWU explained that in supporting a single cohort, EWU would have an opportunity to demonstrate need, while CWU would have an opportunity to assess whether there was any significant impact on the CWU SeaTac Center program.

## **COST OF PROGRAM**

Appendix C summarizes estimated program costs. This program, like others offered through EWU's College of Education, will be self-sustaining. The current graduate tuition rate charged to off-campus students is \$140 per credit. Students are also charged an off-campus delivery fee ranging from \$136 to \$279 per quarter, pro-rated to produce revenue equal to program marginal operating costs of \$8,800 per student. The cost per FTE student at full enrollment is estimated to be \$2,589, which is substantially lower than the cost of on-campus undergraduate instruction in education.

## **PROGRAM ANALYSIS**

The reasons for extending this program to Kent include the following:

1. The Kent School District is supportive of and interested in a teacher certification program that is tailored to the needs of the district and under-served adults in the region;
2. EWU's College of Education has considerable experience with teacher preparation programs at other sites, and would bring to Kent a well-developed curriculum, assessment plan, and performance objectives established by the state; and
3. The program is self-supporting and will require no additional state resources.

## **RECOMMENDATION**

The Eastern Washington University proposal to offer an M Ed in Elementary Education in Kent for one student cohort is recommended for approval, effective immediately.

## **APPENDICES**

Appendix A Program of Study  
Appendix B Assessment Plan  
Appendix C Program Costs

For a copy of the appendices, please call the HECB at (360) 753-7830.

**RESOLUTION NO 99-05**

WHEREAS, Eastern Washington University has requested to offer a Master of Education in Elementary Education in Kent; and

WHEREAS, The Kent School District is supportive of and interested in a teacher preparation program that is tailored to the needs of the district and under-served adults in the region; and

WHEREAS, The program will bring more qualified people into the teaching profession; and

WHEREAS, The program will be funded on a self-sustaining basis and make effective use of existing faculty and resources; and

WHEREAS, The diversity and assessment plans are thorough;

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board approves the Eastern Washington University request to offer a Master of Education in Elementary Education in Kent for one student cohort, effective immediately.

Adopted:

February 17, 1999

Attest:

\_\_\_\_\_  
Bob Craves, Chair

\_\_\_\_\_  
David Shaw, Secretary